

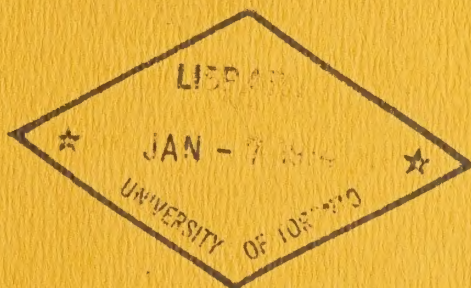
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Ontario & Conferences

ONTARIO tri-level conference

may 28-29, 1973



summary record

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ONTARIO TRI-LEVEL CONFERENCE

TRENT UNIVERSITY, PETERBOROUGH, ONTARIO

MAY 28-29, 1973

SUMMARY RECORD

Provincial-Municipal Affairs Secretariat
Office of Intergovernmental Affairs
Ministry of Treasury, Economics and
Intergovernmental Affairs
Government of Ontario



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ONTARIO TRI-LEVEL CONFERENCE
SUMMARY RECORD

The following is a summary record of the proceedings of the Ontario Tri-Level Conference held in Peterborough on May 28 and 29, 1973. Speeches which were tabled are attached as appendices to the summary record.

OPENING REMARKS

Following a civic welcome by Mayor Turner of the City of Peterborough, the Honourable John White delivered his opening remarks (Appendix A). He expressed the hope that the Provincial Tri-Level Conference would result in a clearer delineation of the respective responsibilities and resources of each level of government with regard to urban affairs. He asked that the federal government complement provincial and municipal priorities, and in particular, that it support the Ontario Design for Development program.

The Honourable Ron Basford, in his opening remarks, welcomed the opportunity for the federal government to discuss with the Province and municipalities their development strategies. He noted that the federal government has a strong interest in ensuring that federal responsibilities which affect urban areas are carried out in concert with provincial and municipal planning priorities.

In his opening statement (Appendix B) Mayor Newman stated that the municipal level of government is insistent that it be regarded as a full and valid partner in all decisions affecting urban and rural communities. He welcomed the conference as a recognition of this principle.

AGENDA ITEM I:

THE RELATIONSHIP BETWEEN PROGRAMS IN HOUSING,
TRANSPORTATION AND ENVIRONMENTAL MANAGEMENT
AND ONTARIO'S DEVELOPMENT STRATEGY, AND THE
FINANCIAL IMPLICATIONS OF THIS RELATIONSHIP
FOR THE THREE LEVELS OF GOVERNMENT.

Mr. White cited the "Background Paper on Planning and Development in Ontario" (Appendices C & D) which outlined Ontario's Design for Development program. He explained how Ontario's taxation and local government reorganization policies were complementing the regional development program.

There were four speakers on behalf of the municipal delegation: Mayor Benoit (City of Ottawa), Mayor Blair (Borough of East York), Reeve Williams (Township of Chingacousy), and Reeve Cochran (Town of Almonte). Concern was expressed that the five Ontario regional planning areas were established without local government consultation, and that local government was being reorganized without full and clear articulation of the Province's planning goals. Municipal representatives considered

that the refinement of the plan for the Central Ontario Region was not receiving a high enough priority from the Province. In addition, municipalities were concerned that the Province was proceeding with the Ontario Planning and Development Act, and the Parkway Belt proposals, without consultation with the municipal level of government. Opposition was expressed by one spokesman to the decision by the Province to disband the regional development councils. This action was considered inconsistent with government policy regarding citizen participation in regional planning.

Mr. Basford called for a commitment to continuing consultation if the federal government is to be supportive of Ontario's urban strategy. During the discussion, the following suggestions were put forward by federal, provincial and municipal representatives:

1. That there be a federal observer at all meetings of the Provincial-Municipal Liaison Committee (PMLC);
2. That there be full federal participation at quarterly tri-level meetings and that the first such meeting be on July 13;
3. That consideration be given to both regular PMLC meetings and the quarterly tri-level meetings being open to the press;
4. That there be municipal representation at all federal-provincial meetings dealing with matters of concern to local government;

5. That federal-provincial meetings be open to the press; and
6. That consideration be given to establishing a tri-level secretariat to provide support services for tri-level meetings.

AGENDA ITEM II:

HOUSING

Mr. Basford, in his statement on housing, (Appendix E) said that there were three priority areas facing Ontario: the availability of good quality housing for all; the provision of serviced urban land; and the provision of low income housing. He noted that the proposed amendments to the National Housing Act (NHA) would provide for subsidies to cooperative and non-profit groups involved in providing public housing. He also indicated that land assembly, public housing and rehabilitation in neighbourhood improvement areas under the NHA would be effectively administered at the provincial and municipal levels.

Mr. Basford proposed a five point program for intergovernmental action to control the rising costs of land:

1. an inventory by all levels of government of publicly owned land suitable for residential development;
2. a program of land acquisition and servicing;

3. acceleration of the pace of public land assembly projects;
4. acceleration of the installation of trunk sewers under the Sewage Treatment Loan Program; and
5. support for the development of pilot projects to improve the efficiency of use of residential land.

The Honourable Allan Grossman outlined the activities of the Ontario Housing Corporation with regard to land assembly, community planning, new design forms for medium and high density housing, and low income housing (Appendix F). He called for a rationalization of the responsibilities and resources for housing, and in particular, asked that Ontario be given more financial resources and the authority to carry out housing programs for the Province.

Mr. Rodgers (President, Ontario Association of Rural Municipalities) (Appendix G), Mayor Judd (Town of Simcoe), Mayor Del Villano (City of Timmins), and Mayor Crombie (City of Toronto) (Appendix H) spoke on behalf of the municipal delegation. The municipal representatives welcomed the new NHA provisions, and particularly the federal Minister's commitment to provincial and municipal administration of the land assembly, public housing and neighbourhood improvement and rehabilitation programs. They called for municipal involvement in the development of housing budgets and in the provision of housing, and an end to the

"red tape" that currently surrounds the housing development process. The municipal representatives also urged some kind of equivalent to the Ontario residential tax credit programme to compensate home buyers for the tax component of building costs.

Both municipal and provincial representatives asked for block funding from the federal government for housing programs. Mr. Basford replied that the federal government has responsibilities for housing which are national in scope and that the federal Parliament would not agree to use federal tax revenues for block funding.

During the discussion, it was suggested that the first quarterly tri-level meeting be concerned with housing in Ontario. Possible agenda items could include a delineation of federal, provincial and municipal responsibilities in the implementation of the NHA amendments in Ontario, a housing needs study for Ontario, and a review of publicly owned land which might be developed for residential purposes. All three levels of government agreed to try to make their respective inventories of publicly owned land available for that meeting, tentatively proposed for July 13, 1973.

AGENDA ITEM III:

TRANSPORTATION AND THE PROPOSED FEDERAL
RAILWAY RELOCATION PROGRAM

1. Urban and Regional Transportation

Chariman Coolican (Regional Municipality of Ottawa-Carleton), Alderman Eggleton (City of Toronto) (Appendix I), Mayor Wansbrough (City of Windsor), and Reeve Masson (Town of Oakville) spoke on behalf of the municipal delegation. They asked the federal government to increase its role in the provision of public transit. In particular, they proposed that existing rail services be considered for use as inter-municipal commuter transit.

The establishment of inter-regional transportation authorities reporting back to regional councils to undertake regional transportation planning was also proposed. The municipal representatives emphasized that both provincial and federal governments should participate with municipalities in regional transportation planning but that such planning must be accountable to a body made up of elected representatives. In this regard Metropolitan Toronto invited political representatives from the three regional governments surrounding Metro when they are established, the provincial and the federal governments to form an inter-regional transportation planning body for the Central Ontario Region.

On behalf of the Province, Mr. White asked the federal government not to initiate new shared-cost programs in transportation, and instead, turn over some of its superior

taxing capacity to the Province, which could in turn transfer additional unconditional resources to the municipalities. He also expressed his dissatisfaction at the existing level of air and passenger rail service in southern Ontario.

The Honourable A.B.R. Lawrence, Provincial Secretary for Resources Development, spoke of the need to integrate federal transportation planning with federal industrial development policy. He said there was a need for improved air service to intermediate sized Ontario communities and to the Ontario North, as well as a need to improve the facilities of the Toronto Island Airport.

Mr. Basford described the federal government's activities in the provision of public transit in urban areas (Appendix J). He welcomed the initiative of the Province of Ontario in transportation planning for the National Capital, noting that this was a clear case where the federal government could assist by coordinating activities on the Ontario and Quebec sides of the Ottawa River.

Both Mr. Basford and Mr. White welcomed the Metropolitan Toronto initiative to establish an inter-regional transportation planning body in the Central Ontario Region.

2. Railway Relocation

Mr. Basford reviewed the history of the Railroad Grade Crossing Fund and described the proposed federal program for railway relocation in urban areas (Appendix K). Federal financial support for the program will be commensurate with the savings accruing to the Railway Grade Crossing Fund when grade separation

facilities are rendered unnecessary due to railway relocation.

Both the municipal and provincial delegations asked about the role of the Canadian Transport Commission (CTC) as the approval authority in the expropriation of railway property under the program. Mr. Basford gave his assurance that the CTC would respect municipal and provincial plans. However, the case for railway relocation would have to be made to the CTC, and the petitioning authority would have to outline how the land vacated by railway facilities would be used. Mr. Basford welcomed municipal viewpoints on any part of the proposed program.

The municipal representatives asked that the present ceiling on payments from the Grade Crossing Fund be removed. They also asked if the grade crossing conversion process might be expedited.

AGENDA ITEM IV:

ENVIRONMENTAL MANAGEMENT

Mr. Basford, in his statement on environmental management (Appendix L), outlined some of the responsibilities which existed at the international level, the federal-provincial level, and the local and regional levels for pollution control, waste disposal and recycling, and noise control. In addition, he described the activities of Environment Canada and Central Mortgage and Housing Corporation in the management of the environment.

The Honourable A.B.R. Lawrence outlined the activities of the provincial government in pollution control (Appendix M). He said that there could be more municipal participation in environmental management through use of land-use planning tools, population targets, and conservation and recreation programs.

Chairman Don Collins (Regional Municipality of Sudbury), Reeve Pleasance (Norfolk County) (Appendix N), Mayor Cosgrove (Borough of Scarborough) (Appendix O), and Mayor Miller (City of Cambridge) spoke on behalf of the municipal delegation. In addition, Mayor Wladyka tabled a paper on Garbage Disposal (Appendix P). The municipal representatives emphasized the need for municipal participation in federal-provincial and international agreements regarding pollution control. The Canada-United States Agreement on Great Lakes Water Quality was cited as one case in which municipalities are carrying 85% of the operating costs of implementing an agreement in which they had no decision-making participation. The municipal delegation called for a provincial-municipal dialogue on standards for streams and ambient air quality, and asked that special attention be given to the particular concerns of the Municipality of Metropolitan Toronto in disposing of solid waste generated by its six area municipalities.

Mr. Lawrence announced that the Province would table before the provincial Legislature a framework for environmental impact studies which would obligate the Province and its agencies, municipalities and industry to examine their many activities from an environmental impact perspective.

On request from Mr. Newman and Mr. White, Mr. Basford agreed to raise with his federal colleagues the possibility of appointing a municipal representative as an Ontario member of the Great Lakes Water Quality Board.

CONCLUDING REMARKS

In his concluding remarks (Appendix Q), Mayor Newman expressed the need for increased provincial consultation with municipalities in the Design for Development planning process. He said that the provincial ministries and the federal government must respect the planning guidelines set by the provincial Ministry of Treasury, Economics and Intergovernmental Affairs, but that the implementation of these plans must be community-based.

Mayor Newman welcomed federal political participation on a quarterly basis in PMLC meetings. He suggested that these be one-day meetings concerned with one agenda topic only.

He welcomed the federal proposal for the development of a government inventory of publicly owned land which might be available for housing. He also expressed the hope that municipal concerns had been made clear regarding railway relocation and municipal participation in federal-provincial environmental management programs such as those under the Great Lakes Water Quality Agreement.

Mr. Basford (Appendix R) expressed the hope that an improving process of tri-level consultation would soon lead to solutions

to urban problems. He re-emphasized that discussions regarding constitutional amendments or fiscal re-arrangements must take place in other existing arenas for intergovernmental consultation.

Mr. Basford welcomed the opportunity to participate personally from time to time in Provincial-Municipal Liaison Committee meetings, and to delegate federal observers for the monthly PMLC meetings. He offered to second federal staff to help administer tri-level meetings, and he hoped that these meetings would be open to the press.

Mr. Basford welcomed the suggestion from the municipal delegation that political representatives from the three regional governments surrounding Metropolitan Toronto, when they are established, form with Metro a nucleus for transportation planning in the Central Ontario Region.

He also re-emphasized that the Canadian Transport Commission in its role in the railway relocation program would not usurp the municipal planning function.

Mr. White in his concluding statement (Appendix S) said that the Ontario Tri-Level Conference was a positive first step in delineating more clearly the respective responsibilities of each level of government with regard to specific urban problem areas. He added that the Province would evaluate this tri-level process with the PMLC in June and he confirmed that a tri-level meeting on housing would be planned for July.

APPENDICES

Position Papers tabled at the
Ontario Tri-Level Conference
May 28-29, 1973

Appendix A:	Opening Statement by the Hon. John White
Appendix B:	Opening Statement by Mayor D.G. Newman
Appendix C:	Background Paper: Regional Planning and Development in Ontario
Appendix D:	Synopsis of Background Paper: Regional Planning and Development in Ontario
Appendix E:	Statement on Housing by the Hon. Ron Basford
Appendix F:	Statement on Housing by the Hon. Allan Grossman
Appendix G:	Municipal Position on Housing
Appendix H:	Statement on Housing by Mayor David Crombie
Appendix I:	Statement on Transportation by Alderman Art Eggleton
Appendix J:	Statement on Urban Transportation by the Hon. Ron Basford
Appendix K:	Statement on Railroad Relocation and Urban Development by the Hon. Ron Basford
Appendix L:	Statement on Environmental Management by the Hon. Ron Basford
Appendix M:	Statement on Environmental Management by the Hon. A.B.R. Lawrence
Appendix N:	Statement on Environmental Management by Reeve G. Pleasance
Appendix O:	Statement on Environmental Management by Mayor P. Cosgrove
Appendix P:	Statement on Garbage Disposal by Mayor M. Wladyka
Appendix Q:	Closing Statement by Mayor D.G. Newman
Appendix R:	Closing Statement by the Hon. Ron Basford
Appendix S:	Closing Statement by the Hon. John White

STATEMENT BY
THE HONOURABLE JOHN WHITE
TREASURER OF ONTARIO AND
MINISTER OF ECONOMICS AND INTERGOVERNMENTAL AFFAIRS
TO THE OPENING SESSION OF
THE ONTARIO TRI-LEVEL CONFERENCE
PETERBOROUGH, MAY 28 AND 29, 1973

IT IS MY PLEASURE THIS MORNING, ON BEHALF OF THE GOVERNMENT OF ONTARIO TO WELCOME YOU TO THE FIRST ONTARIO TRI-LEVEL CONFERENCE ON URBAN AFFAIRS. THIS IS THE FIRST PROVINCIAL TRI-LEVEL CONFERENCE EVER TO BE HELD IN CANADA. IT IS THE HOPE OF THE ONTARIO GOVERNMENT THAT IN MEETINGS OF THIS NATURE, WE CAN PROCEED TOWARD A CLEARER DELINEATION OF THE RESPONSIBILITIES AND RESOURCES OF EACH OF THE THREE LEVELS OF GOVERNMENT WITH REGARD TO THE QUALITY OF LIFE IN OUR COMMUNITIES.

I AM PLEASED THAT REPRESENTATIVES OF THE OPPOSITION PARTIES IN THE ONTARIO LEGISLATURE AND OBSERVERS FROM SEVERAL OTHER PROVINCES ARE PRESENT. I AM ALSO GLAD THAT WE HAVE REPRESENTATIVES HERE FROM THE MEDIA TO COMMUNICATE THESE PROCEEDINGS TO THE PEOPLE OF ONTARIO. IN MAKING THIS AN OPEN CONFERENCE WE ARE PROVIDING AN OPPORTUNITY FOR THE PEOPLE OF ONTARIO TO BECOME BETTER ACQUAINTED WITH THE EFFORTS OF THEIR GOVERNMENTS IN SATISFYING THE NEEDS OF THEIR COMMUNITIES.

IN THIS REGARD, IT IS OUR TASK IN THE NEXT TWO DAYS TO ADDRESS OURSELVES CONCRETELY AND SUBSTANTIVELY TO SOLVING URBAN ISSUES. DURING THIS CONFERENCE WE WILL BE SPECIFICALLY CONCERNED WITH THREE POLICY AREAS - TRANSPORTATION, HOUSING AND ENVIRONMENTAL MANAGEMENT. I WOULD LIKE TO SEE US DISCUSS HOW WE CAN ASSIST EACH OTHER IN FULFILLING OUR RESPONSIBILITIES IN THESE AREAS IN THE FRAMEWORK OF ONTARIO'S DEVELOPMENT STRATEGY.

LATER THIS MORNING, I WILL OUTLINE OUR DEVELOPMENT STRATEGY IN MORE DETAIL. THIS AFTERNOON AND TOMORROW, MY COLLEAGUES, THE HONOURABLE ALLAN GROSSMAN AND THE HONOURABLE BERT LAWRENCE WILL SPEAK TO ITEMS ON OUR AGENDA FOR WHICH THEY HAVE SPECIFIC RESPONSIBILITY.

RIGHT NOW, HOWEVER, I WOULD LIKE TO MAKE SOME GENERAL OPENING REMARKS.

FOR SOME TIME NOW, AND MOST RECENTLY AT THE FIRST MINISTERS' CONFERENCE LAST WEEK, THE GOVERNMENT OF ONTARIO HAS EXPRESSED ITS CONVICTION THAT A CLEARER DELINEATION OF RESPONSIBILITIES AND A BETTER ALLOCATION OF RESOURCES IS NEEDED IF GOVERNMENTS IN CANADA ARE TO MEET THE CHALLENGES FACING THIS COUNTRY TODAY AND IN THE FUTURE.

WITH REGARD TO URBAN AFFAIRS, THE IMPLICATION OF THIS BELIEF IS CLEAR. ALL LEVELS OF GOVERNMENT HAVE RESPONSIBILITIES WHICH AFFECT THE DEVELOPMENT OF URBAN AND RURAL COMMUNITIES, BUT IT IS THE PROVINCIAL AND LOCAL LEVELS OF GOVERNMENT WHICH HAVE THE PRIMARY RESPONSIBILITIES.

THERE CAN BE NO QUESTION THAT IN EVERY COMMUNITY IN CANADA, AND MOST CERTAINLY IN ONTARIO, CITIZENS THEMSELVES ARE DEMANDING A MORE DIRECT AND EFFECTIVE INFLUENCE IN THOSE DECISIONS AFFECTING THEIR COMMUNITY AND REGIONAL ENVIRONMENTS. THESE DESIRES FOR PARTICIPATION HAVE BEEN REFLECTED IN A RENEWED INTEREST IN THEIR NEIGHBOURHOODS AND LOCAL GOVERNMENTS. WHILE THE PROBLEMS AND SOLUTIONS MAY VARY FROM ONE COMMUNITY TO ANOTHER, ALL GOVERNMENTS MUST RESPECT THIS URGE FOR GREATER CITIZEN INFLUENCE IN PUBLIC DECISION MAKING.

THEREFORE, RATHER THAN INCREASING THE INVOLVEMENT OF EITHER PROVINCIAL OR FEDERAL GOVERNMENTS IN LOCAL AFFAIRS, WE MUST RESPOND TO THESE CITIZEN DEMANDS BY GETTING GOVERNMENT BACK TO THE PEOPLE THROUGH THE DECENTRALIZATION OF DECISION MAKING.

ONTARIO HAS ADOPTED THIS APPROACH WITH THE MUNICIPALITIES OF THIS PROVINCE IN ITS EFFORTS TO TRANSFER DECISION CAPABILITY AND MORE MONEY TO LOCAL GOVERNMENT. IN OUR RECENT BUDGET, TOTAL PAYMENTS TO LOCAL GOVERNMENTS, SCHOOL BOARDS AND LOCAL RESIDENTS WERE INCREASED FROM \$2 BILLION IN 1972 TO \$2.4 BILLION IN 1973. MOST OF THE NEW FINANCING OF \$182 MILLION IS IN THE FORM OF INCREASED UNCONDITIONAL GRANTS UNDER ONTARIO'S PROPERTY TAX STABILIZATION PLAN. THIS REVENUE SHARING HAS ALREADY RESULTED IN THE REDUCTION OF MILL RATES IN MANY MUNICIPALITIES.

FURTHERMORE, IN KEEPING WITH OUR DESIRE TO DELINEATE MORE CLEARLY THE RESPONSIBILITIES OF EACH LEVEL OF GOVERNMENT, WE HAVE STARTED A REVIEW OF THE RESPECTIVE RESPONSIBILITIES OF PROVINCIAL AND MUNICIPAL GOVERNMENTS. THE MUNICIPAL LIAISON COMMITTEE IS WORKING WITH US IN MANY OF THE AREAS OF THIS REVIEW.

ONTARIO RECOGNIZES THE EXCLUSIVE RESPONSIBILITIES FOR LOCAL AFFAIRS WHICH ARE VESTED IN THE PROVINCE AND ITS MUNICIPAL PARTNERS UNDER THE BRITISH NORTH AMERICA ACT. THE FEDERAL GOVERNMENT, HOWEVER, HAS RESPONSIBILITIES WHICH HAVE A GREAT DEAL OF INDIRECT INFLUENCE ON CANADIAN COMMUNITIES. HERE I AM THINKING OF SUCH POLICY AREAS AS NATIONAL TRANSPORTATION, NATIONAL INDUSTRIAL DEVELOPMENT, REGIONAL ECONOMIC EXPANSION, FISCAL AND MONETARY POLICIES AND MANPOWER AND IMMIGRATION POLICIES. BUT THE FEDERAL GOVERNMENT SHOULD NOT BE USING THESE RESPONSIBILITIES AS LEVERS TO REDIRECT PROVINCIAL AND LOCAL PRIORITIES AND PLANNING IN URBAN AFFAIRS. RATHER, WE WANT TO SEE OTTAWA IN DIRECT AND CONSISTENT SUPPORT OF THE POLICIES OF PROVINCIAL AND LOCAL GOVERNMENTS.

ONE AREA OF POTENTIAL FEDERAL INVOLVEMENT MIGHT BE THE DEVELOPMENT OF A MODERN PUBLIC TRANSIT SYSTEM. WE HAVE EMBARKED ON AN INTERMEDIATE CAPACITY TRANSIT PROGRAM AND WE HOPE THAT THE FEDERAL GOVERNMENT WILL SUPPORT THIS PROGRAM IN ITS EXERCISE OF FEDERAL RESPONSIBILITIES IN THE AREAS OF INDUSTRIAL STRATEGY, TECHNOLOGICAL DEVELOPMENT AND TAXATION POLICY.

WE ARE PLEASED THAT THE FEDERAL GOVERNMENT AGREED AT THE NATIONAL TRI-LEVEL CONFERENCE HELD IN NOVEMBER THAT ITS PROGRAMS SHOULD COMPLEMENT PROVINCIAL AND MUNICIPAL STRATEGIES. BUT WE ARE CONCERNED WITH RECENT ACTIVITIES OF THE FEDERAL GOVERNMENT, WHICH WE SEE AS EXCEEDING ITS RESPONSIBILITIES WITH REGARD TO URBANIZATION. THE RAILWAY RELOCATION PROGRAM MAY BE USED TO INFLUENCE PROVINCIAL AND MUNICIPAL PLANNING, AND THIS IS BEYOND THE CONSTITUTIONAL ROLE OF THE FEDERAL GOVERNMENT. SIMILARLY, THE PROPOSED REVISIONS TO THE NATIONAL HOUSING ACT INDICATE TO US THAT THE FEDERAL GOVERNMENT IS ATTEMPTING TO USE ITS LARGER FINANCIAL RESOURCES TO INFLUENCE PROVINCIAL AND LOCAL PRIORITIES AND PLANNING IN HOUSING AND COMMUNITY DEVELOPMENT.

WE IN ONTARIO, UNDER OUR DESIGN FOR DEVELOPMENT STRATEGY, ARE APPROACHING URBAN DEVELOPMENT IN THIS PROVINCE IN A COMPREHENSIVE FASHION. OUR CONCERN IS THAT FEDERAL POLICIES AND PROGRAMS AFFECTING URBAN AREAS WILL WORK AT CROSS PURPOSES TO OUR DESIGN FOR DEVELOPMENT STRATEGY. ALTHOUGH I WILL BE GOING INTO MORE DETAIL ON THIS STRATEGY LATER IN THE MORNING, I WANT TO SAY NOW THAT REGIONAL PLANNING, LOCAL GOVERNMENT RE-ORGANIZATION, THE PARKWAY SERVICE CORRIDORS AND NEW COMMUNITY DEVELOPMENT PROJECTS ARE THE MOST RECENT COMPONENTS OF THIS STRATEGY. THEREFORE, ANY FEDERAL GOVERNMENT ACTIVITY IN OUR CITIES MUST RESPECT OUR PRIORITIES AND PLANNING BY COMPLEMENTING AND SUPPORTING THESE ACTIVITIES OF PROVINCIAL AND LOCAL GOVERNMENTS.

DESIGN FOR DEVELOPMENT IN ONTARIO HAS BEEN ENHANCED BY AN IMPROVING SYSTEM OF PROVINCIAL-MUNICIPAL CONSULTATION DURING THE PAST THREE YEARS, BASED ON THE PROVINCIAL-MUNICIPAL LIAISON COMMITTEE. THIS COMMITTEE PROVIDES AN OPPORTUNITY FOR BOTH LEVELS OF GOVERNMENT TO EXAMINE AND DISCUSS THEIR RESPECTIVE AND MUTUAL ACTIVITIES ON A MONTHLY BASIS. THE MUNICIPAL COMPONENT OF THIS BODY - THE MUNICIPAL LIAISON COMMITTEE - HAS BECOME A MAJOR VOICE FOR THE INTERESTS OF LOCAL GOVERNMENT IN ONTARIO. WE BELIEVE THAT THE SUCCESS OF THIS COMMITTEE AS WELL AS THE SUCCESS OF OUR DEVELOPING PROVINCIAL-MUNICIPAL PARTNERSHIP WILL BE DEMONSTRATED DURING THIS CONFERENCE.

WHAT ARE THE IMPLICATIONS OF WHAT I HAVE BEEN SAYING THIS MORNING FOR INTERGOVERNMENTAL RELATIONS ON URBAN AFFAIRS?

WE THINK THAT TRI-LEVEL MEETINGS SUCH AS THIS ONE, HELD AT THE PROVINCIAL SCALE, AFFORD EACH LEVEL OF GOVERNMENT AN IMPORTANT OPPORTUNITY FOR EFFECTIVE INFLUENCE IN URBAN AFFAIRS. THIS IS WHY WE IN ONTARIO ARE HAPPY TO HOST THE FIRST PROVINCIAL TRI-LEVEL CONFERENCE.

AS FAR AS NATIONAL TRI-LEVEL CONFERENCES ARE CONCERNED, ONTARIO WILL CONTINUE TO PARTICIPATE IN THEM AS A MEANS OF CONSULTATION AND INFORMATION EXCHANGE ON A BROAD RANGE OF MATTERS OF COMMON NATIONAL CONCERN RELATING TO URBAN DEVELOPMENT AND LOCAL GOVERNMENT.

AT THIS MEETING WE LOOK FORWARD TO CONSTRUCTIVE SUGGESTIONS CONCERNING OUR PROGRAMS IN HOUSING, TRANSPORTATION AND ENVIRONMENTAL MANAGEMENT. WE NEED A CLARIFICATION OF THE ROLES OF EACH LEVEL OF GOVERNMENT SO THAT WE CAN MEET OUR RESPONSIBILITIES MORE EFFECTIVELY. FINALLY, WE WOULD LIKE TO KNOW IF THE FEDERAL GOVERNMENT IS PREPARED TO PROVIDE FINANCIAL SUPPORT TO THE PROVINCE FOR EMERGING PRIORITY AREAS WHICH WILL BE DISCUSSED LATER. THESE INCLUDE:

- URBAN TRANSIT
- RECYCLING DEMONSTRATION PROJECTS
- SEWAGE TREATMENT PROGRAMS
- LAND ASSEMBLY FOR SERVICE CORRIDORS,
HOUSING AND OPEN SPACE
- CAPITAL REQUIREMENTS FOR PUBLIC HOUSING

OUR SUCCESS IN DEALING WITH THESE ISSUES WILL SHED LIGHT ON THE DIRECTION THAT INTERGOVERNMENTAL CONSULTATION IN URBAN AFFAIRS SHOULD TAKE IN ONTARIO AND IN CANADA AS A WHOLE.

LET ME CONCLUDE BY SAYING THAT IT IS MY PERSONAL HOPE THAT IN THESE SCHOLARLY SURROUNDINGS, WE CAN MAKE SOME PROGRESS IN SOLVING THE HIGHLY COMPLEX PROBLEMS OF OUR FUTURE URBAN SOCIETY.

OPENING STATEMENT

by

MAYOR D. G. NEWMAN

CHAIRMAN

MUNICIPAL DELEGATION

to

THE ONTARIO TRI-LEVEL CONFERENCE

May 28th, 1973

My fellow Co-Chairmen,
My Municipal Colleagues,
Ladies and Gentlemen.

It is important that I first identify this day as an historic one for local government in Ontario and indeed in Canada.

It arrives as a natural evolution from the first Ontario Provincial-Municipal Conference held in April of 1970, and as a fitting outcome of the first National Tri-Level Conference held last November in Toronto. As municipalities in Ontario we are conscious of the assurance given by the then Premier of Ontario John Robarts: "if we are properly to serve our people we must co-operate, we must co-ordinate, we must achieve a greater understanding, and approach our problems in a true sense of partnership. I detect as I have listened here, that everybody wants some reassurance that we really mean it when we use the word partnership. I am giving you that reassurance at this moment of time". That was Friday, April 24th, 1970.

Eighteen months later Premier William Davis speaking to the Federal-Provincial Conference of First Ministers

on tri-level consultation in November, 1971 said:

"In my remarks today on Tri-Level Consultations, I should like to make a few preliminary points. First, we have The British North America Act drafted and framed in another, largely non-urban age. It takes specific account of few of our contemporary problems, and it does not neatly divide jurisdictional responsibilities related to urban problems. Second, there is the mismatch of revenues and expenditure responsibilities--a matter which still demands solution even though the answers have been so clearly documented on several occasions in the last few years. Put most bluntly, the Federal Government has the Lion's share of existing and realistically available revenues, and the provinces and the municipalities have the Lion's share of many of today's most pressing responsibilities.

.....Whatever we discuss in meetings such as this - fiscal and economic questions, transportation, urban affairs or a host of other functional problems - we always come back to these underlying causes of imbalance in our Federal system. Unless we address ourselves to resolving the central questions of the distribution of powers and the disparities between revenues and responsibilities, then I believe that whatever arrangements we make to deal with such pressing questions as urban growth will only be short-run, stop-gap measures."

Only four days ago Mr. Davis speaking to the most recent meeting of First Ministers in Ottawa returned to the same theme. "In my view," he said "we should take the following steps to achieve a new national consensus. We must establish and act upon the principle that the Federal Government is responsible for those issues which are genuinely national in substance, and the provinces and municipalities are responsible for those matters of regional, local and community concern. We expect the Federal Government to exercise leadership on such national issues as unemployment, inflation, energy, transportation and industrial strategy. Given the growing pressures on the international scene, this leadership is imperative if we are to maintain our competitive position in world markets. At the same time, there is a set of separate but complementary issues which must be faced by the provinces and the municipalities. These include housing, rural and urban land use, public transit, community preservation and development, population densities, and the environment."

We come therefore, to this Conference with those words clearly ringing in our minds. They assure us that we no longer have to fight the battle of recognition as a valid partner in governing this province and this country and we may now address ourselves most deliberately

to the issues that affect us all. The problems which Dr. Lithwick reports on in Urban Canada are horrendous with respect to their financial implications for government in Canada. He talks about expenditures of the order of nine billion dollars being required to keep pace with traffic increase on the main inter-city arteries by the turn of the century, of mounting municipal deficits preventing the provision of essential public services, of urban poverty creating continuing hostility and violence in the inner cities, of the danger of ignoring the reasonable expectation of an enlightened electorate . The warning is clear. But simply spending money on programmes which are not part of a coordinated policy position developed in consultation among the three levels of government is an exercise in political deception and irrational government. Perhaps it bears repeating here how seriously the cost of municipal responsibilities have risen in the last decade. In 1960 municipalities in Ontario were spending a total of eight hundred and forty-four million dollars including their contributions to education. Only ten years later that figure had increased by one hundred and fifty percent to twenty-one hundred and fourteen million, of which some eight hundred and seventeen million was going to education. But, if that increase of one hundred and fifty percent in ten years was startling, consider the increase of some two hundred percent for health services from 14.6 million to 42.7 million, or

an increase of some two hundred and fifty percent for social and family services, which include general welfare assistance, children and day nurseries and aged persons, or an increase of three hundred percent in ten years in recreation from some twenty nine million to one hundred and nineteen million.

Obviously increases of that magnitude will simply not be tolerated by the public. Already in Canada we are consuming thirty seven percent of our Gross National Product for government---a higher percentage than any other nation on the face of the earth, with the sole exception of Sweden.

The increasing demands of government accompanied by increasing complexity in its form serve only to confuse and alienate the individual - the more so as he witnesses the growing conflict between the policies and programmes of the three levels of government. Those policies and programmes as they pertain to the Federal Government, the Province and the Municipalities must be rationalized if we are ever to hope for meaningful solutions to the problems of transportation, housing and environmental management.

At this Conference then, we shall seek your commitment of our right to participate in the setting of goals and objectives for this province, of our right to be consulted when priorities are being established that have a coercive influence on the design of our communities and on the way of life of our constituents, in short, of our right to be involved in decisions that affect our communities. We will speak forthrightly of the problems we find in dealing with Federal programmes in housing, the absence of statutory authority in provincial terms to deal in our own way with providing shelter, of our frustration with the harness of provincial authority in planning matters, of the need for major federal involvement in transportation programmes, of the need for access to other forms of revenue to meet our responsibilities in an urban and regional setting.

We acknowledge that this level of participation places even greater responsibility on the municipalities to sophisticate the delivery system and to be prepared to deal not only with services but also with the major and insistant issues of our time which involve the quality of life and the conservation and preservation of our environment. We stand ready now to begin that process.

Thank You

BACKGROUND PAPER:

REGIONAL PLANNING AND DEVELOPMENT IN ONTARIO

(Prepared for presentation at the first Ontario
regional trilevel Conference, May 28, 1973)

Introduction

In our modern society a government cannot govern effectively without planning ahead. The great and often competing demands made upon all governments today mean that government must have a clear and realistic idea of how these demands can be met. To do this is to plan. Any other approach is irresponsible.

The act of planning and developing policies for program implementation can take many forms and operate at many levels. Within the framework of provincial responsibilities the process of planning covers a multitude of programs and interests. For example, as part of our continuing concern for individual well-being the province has developed a coherent set of policies and implementation programs in the field of social development. These plans cover such matters as the quality of education and the distribution of educational facilities to ensure the greatest possible individual access; and the elimination of gross inequalities in personal income through a series of income maintenance programs for groups requiring special aid. On

another related front, the province is setting out a series of economic objectives and policy plans to meet our goal of full employment within an efficient and socially responsive economy. We have, for example, a wide range of incentives designed to promote growth of industrial production and employment. These are all instances of provincial policy planning and implementation in order to achieve our desired goals and objectives. There are many other equally significant examples.

This statement will focus on another form of planning in which the province is actively engaged: the regional planning and development program. This is the translation of provincial policies, such as those noted previously, into a set of plans and programs tailored to the needs of each part of Ontario, so that each region can reach its full potential, and in so doing make a productive contribution to the larger provincial and national communities. To do this, our plans must be a sophisticated amalgam of many kinds of functional and sectoral plans combined together in an effort to provide the best over-all strategy for action within a region. This point warrants emphasis. Too often regional planning is viewed as the traditional concept of community or town physical planning "writ large". In Ontario this is not the case. We view regional planning as a policy strategy embodying social, economic and cultural as well as physical plan elements.

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Our Commitment to Regional Planning

While many still regard regional planning as an innovative program -- which it is -- our commitment is of long standing. In 1966 the Government of Ontario announced the beginnings of a new planning and development program in a white paper, "Design for Development". At that time the then Premier stated

"It is the responsibility of the Ontario Government to assess the present and future requirements of the province relating to social, economic, and governmental development. The provincial government also has the responsibility to carry out and give direction to regional land use and economic planning. It has the duty to ensure that, when development occurs in any part of the province, it will take place as a result of good regional planning".

This basic commitment has been reinforced and elaborated on several occasions. Most recently, in June of last year Premier Davis, in "Design for Development Phase Three" noted that

"The Provincial Government has accepted and carried forward its responsibility for guiding, encouraging and assisting the rational planning and development of this Province . . . While regional planning for the province has not yet achieved its full impact, the program is having an ever-increasing influence on the lives of the people of Ontario".

What we are describing is, therefore, neither new nor experimental. Such planning is now an on-going program of the Government of Ontario and should be viewed in the same manner as other accepted and continuing activities.

The Role of Other Levels of Government

There is no doubt that the Government of Ontario has taken the initiative in the establishment of a working planning program in this province. But successful implementation will require the full participation of local government. Municipalities in this province have an honourable tradition of land use planning. As the provincial program continues to evolve we will maintain our working relationship with municipalities in order that local land use plans are compatible with the much broader economic and social goals and policies in our planning program. In addition we shall continue to pursue policies which will provide local government with the power and means to govern effectively. Planning without the ability to implement is a charade.

We also expect the federal government to work with us in attaining our objectives -- directly through programs which will reinforce our policies, and indirectly through the transfer of increased financial resources to the province.

From Commitment to Implementation

The acceptance of regional planning as a valid, on-going program is important -- but it is only a first step. In too many jurisdictions planning has been seen as a laudable aim but falters when it tries to become operational. We recognize that there are many difficult decisions to be made in moving from this acceptance "in principle" to a planning program which

has real impact. Ontario is now facing, and making, these difficult decisions.

Planning on this scale is incredibly complex and covers the entire spectrum of government activity. This means that in many cases there are inherent conflicts between different elements of a single plan and among the plans for various areas. For example, industrial concentration may be highly efficient, but it may be incompatible with a strategy designed to foster decentralized growth. Or, at another level, the demands of one part of Ontario may be met only at the expense of another, given the limited financial resources available at any given time. Do we build costly roads so that small isolated communities will have access to needed services even if this means a reduced level of road expenditure elsewhere in the province? The balancing of a myriad of such issues, and the "trade-offs" required in making such decisions, means that the implementation of regional plans is a long arduous process.

However difficult they may be, decisions are being made. This statement describes the key features in our program together with an outline of what can be expected in the near future.

Last year the Government of Ontario announced that it was changing the geographic base of the regional planning program from the ten regions suitable for analysis to five larger regions suitable to planning. The reasons for this change are set out in "Design for Development Phase Three". The five new planning regions now

form the working context for the program and are outlined on the maps attached to this statement.

The first important steps have been taken toward the development of a planning strategy.

In Eastern, Southwestern and Northeastern Ontario preliminary descriptive documents were released within the last year. These reports outline the major issues facing each area and outline some alternative ways in which each might develop, depending on what particular mix of policies is most appropriate and acceptable to the residents. The reports have been the subject of discussion in each region and have produced an impressive flow of comment and informed criticism back to the province.

The next step, now underway, is the formulation of a set of regional goals and the choosing of policies designed to meet these goals. This process is most advanced in Northeastern Ontario which can be viewed as a prototype. In that part of the province, we are finishing a detailed analysis of the various sectors of the regional economy and are making detailed projections and forecasts based on this material. From this we are examining the impact of various social and economic policies upon future patterns of income, population distribution and employment. We expect to publish a first report on our findings later this year. Parallel exercises are commencing in the Eastern and Southwestern Regions. This aspect of the program will result in a set of broad policies designed with the needs and wishes of the people concerned. These

policies must, for example, distinguish between the very different economic issues faced by residents in Northeastern Ontario compared to the issues faced in Southwestern Ontario.

In Northwestern Ontario implementation of a development strategy is now well in hand. A series of recommended policies became accepted government policy in late 1971. Before this decision was made the people of Northwestern Ontario were fully consulted. The plan is now at the stage where all significant policy and program proposals are now scrutinized to determine the extent to which these proposals reinforce our strategy for the area. The current fiscal year marks a further important breakthrough in plan implementation for the Northwest. For the first time specific items have been included in the estimates and work programs of various Ministries in order to give concrete effect to the region's goals of employment creation, greater public service accessibility and standards. This is characterized as an important breakthrough with reason. This is the first instance where a regional plan has had a direct influence upon the setting of expenditure levels and priorities within program Ministries. We expect a similar situation to emerge as other plans are formulated to a similar level of policy detail.

It is our expectation that the policies and programs of the various agencies of the federal government can be similarly supportive of regional goals and strategies in Ontario.

While this gradual -- and sometimes painful -- evolution of regional strategies and subsequent implementation is surely the most important part of any regional planning program, it is not the whole story. We have found through hard experience that the world does not stand still while plans are formulated. This is particularly true in a dynamic society such as Ontario. Social attitudes, economic realities and financial abilities can change with amazing speed. This means that a regional planning program must concentrate attention -- in the short run as well as over a longer period -- on those selected specific issues of critical concern to both the people of the area and the Government of Ontario. Prominent, if not dominant among these issues are the problems of adequate housing, rapid and convenient transportation and the quality of the environment.

As an example of what we mean by the need to concentrate on specifics as well as broad regional strategies, consider North-eastern Ontario again. Concurrent with the development of the regional strategy mentioned previously the planning program is actively engaged, in conjunction with the Federal Department of Regional Economic Expansion, in a study of the future of gold mining communities in Northern Ontario. The problems of old established single-resource towns cannot always wait until a full plan is delineated. Because of this, there may be a specific program of action for gold mining communities before the general plan is at the same stage of evolution.

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Another example of the need to recognize immediate issues is the government's announced intention to conserve and enhance the unique Niagara Escarpment area. This bold new program, which will be announced to the Legislature and people of Ontario on June 4, will have a very material influence on future planning and development in Southwestern Ontario. However, because many sections of the Escarpment area are in immediate danger from urban and haphazard recreational pressures, measures to plan this area cannot be postponed pending completion of the next stage in Southwestern Ontario.

This statement has not mentioned the Central Ontario (or Toronto-Centred) region until now. This has not been done because the process is different in that region. Rather, Central Ontario assumes particular significance within our planning program. It is here that growth pressures and the results of these pressures are most obvious. As noted in Design for Development Phase Three, in reference to the Central Ontario Region,

"The greatest pressures for growth occur in this Region; in addition, developmental and planning decisions made by government and the private sector in the Toronto-Centred Region affect the largest number of people in Ontario".

Because of this the regional planning program is giving this region concentrated and meaningful attention.

At present the focus of planning in the region is threefold. In order of priority these three areas of activity are: the

development of specific strategies for the lakeshore system of urban centres east and west of Metropolitan Toronto; concrete programs for the preservation of non-urban open space beyond the lakeshore urban complex; and the encouragement of growth in selected communities beyond the presently urbanized part of the region.

Key objectives in the development and implementation of the plan are the protection of the environment, the provision of an efficient transportation network and the creation of adequate serviced land in order that housing may be provided at a reasonable cost.

Examples of the Government of Ontario's initiatives in these areas are the Central York Servicing Scheme for pollution abatement and water supply, the experimental intermediate capacity rapid transit project and the development of the North Pickering Community.

The most dynamic growth in Ontario is in the lakeshore urban complex centred on Metropolitan Toronto. This complex stretches from Hamilton to Oshawa, and as far north as Newmarket along the secondary Yonge Street spine. If we are to demonstrate that we can create an urban society which does not overwhelm the individual or seriously restrict his social and economic choices, then we must begin here. Much work has been done on the design of a system of communities which will accommodate anticipated growth while still retaining a sense of human scale. The regional planning program is approaching this on several fronts.

We have now completed a preliminary study of population distribution and associated urban development for this area. This material is now being tested and refined by a small inter-Ministerial policy group, and will be made public shortly. This data, showing target populations and schedules of population growth for urban centres will then form a concrete basis for provincial and municipal program planning. The question of population figures for the southern portion of the Regional Municipality of York is particularly acute because of the need to proceed with the Central York Servicing Scheme in order to open new and expanded areas for housing. Because of this, agreed population figures for the affected parts of the Regional Municipality will be announced soon.

Another very important means of guiding development in the lakeshore urban area is the Parkway Belt concept. Very briefly, the Parkway Belt is a complex system of transportation, communication and recreation facilities designed to both define and link the urban centres around Toronto. Technical work on the portion of the Parkway Belt from Dundas to Markham is now complete. Details on this and special measures to implement the Belt will be laid before the Legislature and public on June 4. Work on the remaining sections of the Belt -- from Markham to Oshawa -- is proceeding and shall be made public within the next twelve months.

Finally, growth in this urban system will be channelled into a number of expanded and new towns. In this respect, North Pickering is especially noteworthy. North Pickering represents the first example of a new town where the key determining factors --

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location and size -- are a direct reflection of our regional planning strategy. This will have a major positive impact on the availability of housing in the Toronto area. In addition, as has been noted elsewhere, North Pickering represents a challenge to regional planning. It is intended that this community will be oriented to the needs, desires and aspirations of people. It will reflect the values and standards of our modern society. To achieve this we intend to experiment with many new techniques. We hope to learn many lessons which will be applied not only in North Pickering but in the establishment and expansion of other urban centres.

Beyond the lakeshore urban complex is relatively open countryside and a number of attractive small communities. This is the area known as Zone Two. In this area, policies are being developed to encourage open space land uses such as agriculture, parks and recreation and other similar activities, as well as the limited growth of existing urban centres. This will be accomplished in a number of ways. For example, provincial planning policy now refuses to sanction any significant urban development that contributes to urban sprawl. All official plan and subdivision proposals are severely scrutinized from this point of view before action is taken. A key economic issue in this area is the realism of retaining viable agriculture close to large urban centres. This will require special assistance to farm operators to encourage them to remain in agriculture.

The Government of Ontario, in recent years and particularly in the 1973 Budget, has taken positive action to ensure that its taxation policy helps to achieve its planning objectives.

The increase in the Farm Tax Reduction program benefit to 50% of the total property taxes on the farm land and buildings in many cases is the equivalent of removing the burden of property taxation from land.

In addition, the Property Tax Stabilization Plan decreases the need for municipalities to seek development in order to ensure an adequate tax base.

More will be done to set out specific Zone Two policies; in particular we will be outlining acceptable urban growth locations and rates for communities in this area.

Finally, we are working closely with selected communities on the edges of the Central Ontario Region (i.e.: beyond commuting distance of Toronto) to develop policies for controlled growth and development acceptable to both the municipalities and the Province. For example, a task force in the Barrie-Orillia area has now been operating for a year. The municipalities involved have developed a statement of their desired goal and objectives for future growth. As a result of this we have just informed the task force that we are prepared to underwrite a major research study in the area to identify preferred growth strategies and the impact of these strategies upon municipal services. Once this research is completed, we will be in a position to evaluate the need for special provincial assistance for selected municipal services in order to encourage orderly growth and thereby relieve some of the extreme pressures in the lakeshore urban area.

The Legislative Framework

For the last seven years the regional planning program has operated with an inadequate legislative framework. As an example, many of the powers exercised by the government in directing development are derived from the Planning Act -- although this Act was designed to provide a provincial input in the local planning process, a somewhat different purpose. The Government of Ontario recognizes the problems that arise in such a situation and as a result we propose to introduce a new Ontario Planning and Development Act into the Legislature on June 4. Under this Act provincial planning will be a clear, open public process.

While it would be inappropriate to discuss the details of this legislation prior to its introduction in the Legislature, the following points can be made. The Province will be able to develop plans for any area in Ontario. These plans will be at a scale that does not parallel or duplicate the more detailed plans of municipalities or individual program plans of specific provincial or federal agencies. Consultative and public hearing machinery will be provided for during the course of plan preparation and before plans are confirmed. Municipalities will be mentioned specifically as a jurisdiction where consultation is essential and in practice it is anticipated that the federal government will, in appropriate cases, be involved in the process. Following confirmation the plan will become provincial policy and all institutions -- government and non-government -- will be expected to use the provincial plan in framing their own specific plans and programs.

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In this manner, regional planning will operate now and in the future in a known, open framework with full opportunity for all concerned individuals, groups and governments to make their views known before plans become policy.

Companion legislation for the Niagara Escarpment and Parkway Belt will be introduced at the same time following the same principles.

The Role of Local Government

Regional planning cannot be implemented by the province acting alone. Strong local governments must, in our view, be a full participant.

In its social and economic planning program the Province has recognized that what were once thought to be unlimited resources of land, water and air in Ontario are indeed limited. Urbanization has brought this lesson home with great impact. The phenomenon brings both its problems and its benefits. The problem is of such proportions that all governments must co-operate in achieving a solution.

In addition to the responsibilities of the federal, provincial and municipal governments for specific programs such as those relating to environment, housing and transportation the Government of Ontario accepts that it has the primary responsibility to set out broad policies in the field of urban and regional affairs.

Nevertheless the idea that planning in the broadest sense of the word is exclusively a provincial activity is unacceptable both in theory and practice. There are many things in terms of local public needs that can only be articulated and solved by local leaders and residents.

It is obvious that the multiplicity of municipal entities and special purpose bodies are incapable of adequately measuring resources and allocating them to our changing public needs and hundreds of conflicting policies. Local government cannot stand pat if it is to be able to play an effective part in the governing process in today's society.

The Government of Ontario believes that a strong system of local government, with a broad base and organizationally equipped to develop and implement integrated local environmental, social and economic policies is essential to the success of our strategies for the well being of our communities.

It accepts that local government needs more financial resources to meet its responsibilities and has this year made a substantial move to meet this need. The ability of Ontario to alleviate this problem further is severely constrained, however, by the present fiscal imbalance between the provinces and the federal government.

Decisions now made by a single municipality often have an impact beyond the boundaries of the municipality itself. This means that many people who do not live in the municipality, but who are affected by its actions, do not have a voice in the making of these decisions.

Many municipalities as well are unable to gather about them the administrative talents and skills that are required to deal with complex planning, fiscal and social requirements of modern society.

If local government is to take an effective share in the

governing process in this province local governments must be able to establish planning strategies over wider areas. This means they must be able to control the allocation of financial resources in a much more comprehensive way and at the same time have responsibility for a broad range of services and facilities.

Finally, cities and counties or rural areas must begin to look at their common problems in a comprehensive way and plan for solutions within a common framework.

In short, local government must be able to relate to provincial planning strategies and to locally identified social and economic issues, it must be able to express coherent local strategies to the people it serves and to the Ontario Government, and lastly and perhaps most importantly, the re-organization of local government must restore a sense of balance to the governing process between provincial government and local government.

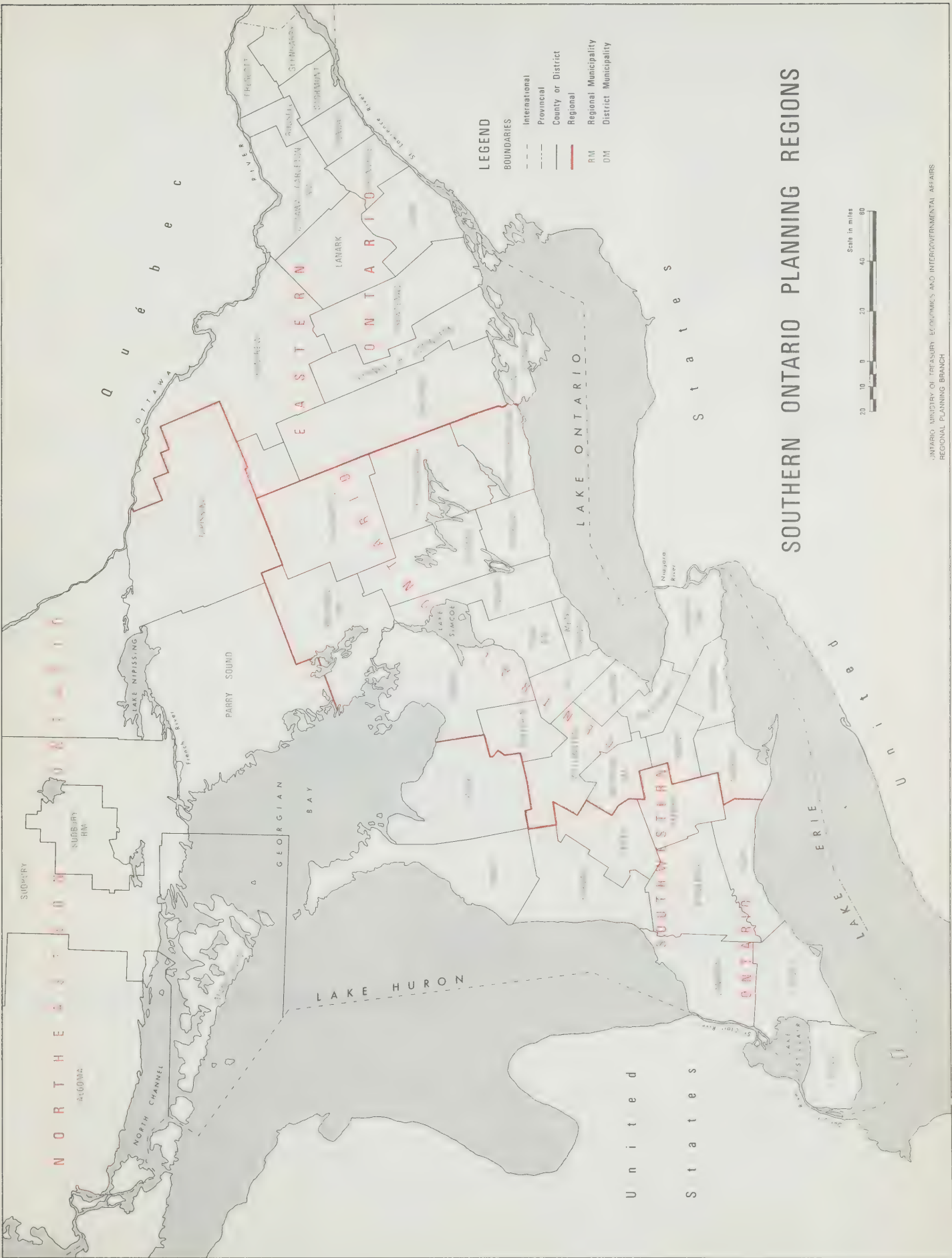
The Ontario Government cannot by itself solve the problems of pollution, traffic congestion, health, welfare and housing. The federal government has a major contribution to make in these fields. But Ontario looks especially to local government to work closely with it to solve these problems and deal with the issues facing a rapidly urbanizing society. Provincial-municipal relations will be made more effective. Equally, if not more important, the people served by the several levels of government will begin to have a clearer view of who is responsible for the decisions that shape their communities.

It is gratifying that many municipal leaders support the need

for reform of local government. They see problems in the system of decision making and together are working with us to develop the kind of local government organization which can unlock their ability to work with us in solving the problems and maximizing the benefits to the people of Ontario.

Conclusion

The regional planning and local government reform programs outlined in this statement are vital and innovative components of Ontario's approach to the future. While we talk of process, structure, and plan, we must be constantly reminded that the subject and purpose of the entire exercise is the people of Ontario. It is to them that we are all responsible, and the ultimate test of success is whether we can all meet the people's needs and desires. We believe we have an established and accepted program for doing this. We invite other governments to join us in making it a success.



LEGEND

BOUNDARIES

- International
- Provincial
- County or District
- Regional
- Regional Municipality
- District Municipality

- RM
- DM

SOUTHERN ONTARIO PLANNING REGIONS





NORTHERN ONTARIO PLANNING REGIONS



LEGEND

BOUNDARIES

- International
- - - - - Provincial
- County or District
- Regional
- RM Regional Municipality

SYNOPSIS
OF
BACKGROUND PAPER:

PLANNING AND DEVELOPMENT IN ONTARIO

(PREPARED FOR PRESENTATION AT THE FIRST ONTARIO
REGIONAL TRI-LEVEL CONFERENCE, MAY 28, 1973)

PROVINCIAL RESPONSIBILITIES FOR PLANNING COVER A NUMBER OF ACTIVITIES AND OBJECTIVES. THIS STATEMENT WILL FOCUS ON THE ONTARIO PLANNING AND DEVELOPMENT PROGRAM. THIS IS A SET OF PLANS AND PROGRAMS DESIGNED FOR THE DEVELOPMENT NEEDS OF EACH PART OF ONTARIO.

IN ONTARIO, WE VIEW DEVELOPMENT PLANNING AS A STRATEGY EMBODYING SOCIAL, ECONOMIC, CULTURAL AND PHYSICAL ELEMENTS.

THE GOVERNMENT OF ONTARIO HAS TAKEN THE INITIATIVE BY ESTABLISHING A DEVELOPMENT PLANNING PROGRAM IN THIS PROVINCE WHOSE SUCCESSFUL IMPLEMENTATION WILL REQUIRE THE FULL PARTICIPATION OF LOCAL GOVERNMENT. AS THIS PROGRAM MATURES WE WILL STRENGTHEN OUR WORK RELATIONSHIP WITH MUNICIPALITIES SO LOCAL LAND USE PLANS ARE COMPATIBLE WITH THE BROADER GOALS AND POLICIES IN THE PROVINCIAL PLANNING PROGRAM.

IN ADDITION WE SHALL CONTINUE TO PROVIDE LOCAL GOVERNMENT WITH THE POWER AND MONEY TO FULFILL THEIR RESPONSIBILITIES EFFECTIVELY. WE EXPECT THE FEDERAL GOVERNMENT TO WORK WITH US IN ATTAINING OUR OBJECTIVES -- BY TRANSFERRING INCREASED FINANCIAL RESOURCES TO THE PROVINCES ENABLING INCREASED MONIES FOR MUNICIPAL PURPOSES.

IN EASTERN AND SOUTHWESTERN ONTARIO REPORTS HAVE BEEN RELEASED WHICH OUTLINE THE MAJOR ISSUES FACING EACH AREA AND ALTERNATIVE WAYS IN WHICH EACH MIGHT DEVELOP. THE REPORTS HAVE BEEN RELEASED WHICH OUTLINE THE MAJOR ISSUES FACING EACH AREA AND ALTERNATIVE WAYS IN WHICH EACH MIGHT DEVELOP. THE REPORTS HAVE BEEN DISCUSSED IN EACH REGION AND HAVE PRODUCED AN IMPRESSIVE FLOW OF COMMENT AND INFORMED CRITICISM.

THE NEXT STEP NOW UNDERWAY, IS THE FORMULATION OF A SET OF REGIONAL GOALS AND THE CHOOSING OF PROGRAMS TO MEET THESE GOALS. IN NORTHEASTERN ONTARIO, WE ARE FINISHING A DETAILED ANALYSIS OF THE VARIOUS SECTORS OF THE REGIONAL ECONOMY AND ARE MAKING DETAILED PROJECTIONS AND FORECASTS BASED ON THIS MATERIAL. WE EXPECT TO PUBLISH A FIRST REPORT ON OUR FINDINGS LATER THIS YEAR. SIMILAR STUDIES ARE COMMENCING IN THE EASTERN AND SOUTHWESTERN REGIONS.

IN NORTHWESTERN ONTARIO IMPLEMENTATION OF A DEVELOPMENT STRATEGY IS NOW WELL UNDERWAY, AFTER FULL CONSULTATION WITH THE PEOPLE THERE. SIGNIFICANT POLICY AND PROGRAM PROPOSALS ARE BEING SCRUTINIZED TO DETERMINE THE EXTENT TO WHICH THEY CONTRIBUTE TO THE STRATEGY FOR THE AREA.

IN THE CENTRAL ONTARIO OR TORONTO-CENTRED REGION, THE FOCUS OF PLANNING IS THREEFOLD: THE DEVELOPMENT OF SPECIFIC STRATEGIES FOR THE LAKESHORE SYSTEM OF URBAN CENTRES EAST AND WEST OF METROPOLITAN TORONTO; CONCRETE PROGRAMS FOR THE PRESERVATION OF NON-URBAN OPEN SPACE BEYOND THE LAKESHORE URBAN COMPLEX; AND THE CONTROL OF GROWTH IN SELECTED COMMUNITIES BEYOND THE PRESENTLY URBANIZED PART OF THE REGION.

KEY OBJECTIVES ARE THE PROTECTION OF THE ENVIRONMENT, THE PROVISION OF AN EFFICIENT TRANSPORTATION NETWORK AND THE CREATION OF ADEQUATE SERVICED LAND WHERE HOUSING CAN BE PROVIDED AT REASONABLE COST.

TECHNICAL WORK ON THE PORTION OF THE PARKWAY BELT FROM DUNDAS TO MARKHAM IS NOW COMPLETE. DETAILS ON MEASURES TO IMPLEMENT THE BELT WILL BE PRESENTED TO THE LEGISLATURE AND PUBLIC ON JUNE 4.

GROWTH IN THIS REGION WILL BE CHANNELLED INTO SEVERAL COMMUNITIES -- NOTABLY NORTH PICKERING -- REFLECTING THE REGIONAL PLANNING STRATEGY.

BEYOND THE LAKESHORE URBAN COMPLEX LIES THE AREA KNOWN AS ZONE TWO. IN THIS AREA, POLICIES ARE BEING DEVELOPED TO ENCOURAGE OPEN SPACE LAND USES SUCH AS AGRICULTURE, PARKS AND RECREATION AND OTHER SIMILAR ACTIVITIES, AS WELL AS THE LIMITED GROWTH OF EXISTING URBAN CENTRES.

IN RECENT YEARS AND PARTICULARLY IN THE 1973 BUDGET, THE ONTARIO GOVERNMENT HAS TAKEN POSITIVE ACTION TO ENSURE THAT ITS TAXATION POLICY HELPS TO ACHIEVE ITS PLANNING OBJECTIVES.

THE INCREASE IN THE FARM TAX REDUCTION PROGRAM BENEFIT TO 50 PER CENT OF THE TOTAL PROPERTY TAXES ON THE FARM LAND AND BUILDINGS IN MANY CASES IS THE EQUIVALENT OF REMOVING ALL PROPERTY TAXES ON PRODUCTIVE FARM LANDS.

IN ADDITION, THE PROPERTY TAX STABILIZATION PLAN DECREASES THE NEED FOR MUNICIPALITIES TO SEEK DEVELOPMENT IN ORDER TO ENSURE AN ADEQUATE TAX BASE.

FINALLY, WE ARE WORKING CLOSELY WITH COMMUNITIES ON THE EDGE OF THE CENTRAL ONTARIO REGION, BEYOND COMMUTING DISTANCE OF TORONTO, TO DEVELOP POLICIES FOR CONTROLLED GROWTH AND DEVELOPMENT ACCEPTABLE TO ALL THOSE AFFECTED.

FOR THE LAST SEVEN YEARS THE REGIONAL PLANNING PROGRAM HAS OPERATED WITHIN AN INADEQUATE LEGISLATIVE FRAMEWORK. AS A RESULT WE PROPOSE TO INTRODUCE A NEW ONTARIO PLANNING AND DEVELOPMENT ACT INTO THE LEGISLATURE ON JUNE 4. UNDER THIS ACT PROVINCIAL PLANNING WILL BE A CLEAR, OPEN PUBLIC PROCESS, WITH FULL OPPORTUNITY FOR ALL CONCERNED INDIVIDUALS, GROUP AND GOVERNMENTS TO MAKE THEIR VIEWS KNOWN BEFORE PLANS BECOME POLICY.

REGIONAL PLANNING CANNOT BE IMPLEMENTED BY THE PROVINCE ACTING ALONE. STRONG LOCAL GOVERNMENTS MUST BE FULL PARTICIPANTS. INDEED, THERE ARE MANY PROBLEMS THAT CAN BE SOLVED ONLY BY LOCAL LEADERS AND RESIDENTS. IT IS ACKNOWLEDGED THAT THE MULTIPLICITY OF MUNICIPAL ENTITIES AND SPECIAL PURPOSE BODIES ARE NOT ABLE TO DEAL WITH ACCELERATING DEVELOPMENT PRESSURES SATISFACTORILY. LOCAL GOVERNMENTS MUST BE ABLE TO ESTABLISH PLANNING STRATEGIES OVER WIDER AREAS, AND THIS MEANS THEY MUST BE ABLE TO CONTROL THE ALLOCATION OF FINANCIAL RESOURCES ON A BROAD SCALE.

CITIES AND COUNTIES MUST BEGIN TO LOOK AT THEIR COMMON PROBLEMS IN A BROAD SETTING AND IMPLEMENT SOLUTIONS WITHIN A LARGE FRAMEWORK.

THE ONTARIO GOVERNMENT CANNOT BY ITSELF SOLVE THE PROBLEMS OF POLLUTION, TRAFFIC CONGESTION, HEALTH, WELFARE AND HOUSING. THE FEDERAL GOVERNMENT HAS A CONTRIBUTION TO MAKE IN THESE FIELDS, BUT ONTARIO LOOKS ESPECIALLY TO LOCAL GOVERNMENT TO WORK CLOSELY WITH IT TO SOLVE THESE PROBLEMS AND DEAL WITH THE ISSUES FACING A RAPIDLY URBANIZING SOCIETY.

STATEMENT ON HOUSING
by the
HONOURABLE RON BASFORD
Minister of State for Urban Affairs
at the
ONTARIO TRI-LEVEL CONFERENCE
May 28, 1973

As chairman of this part of the Conference's deliberations -- housing questions as they relate to the people of Ontario and Ontario municipalities -- I would like to take a few minutes at the outset to suggest some of the key issues which would be useful for us to consider.

I hope, as a result of these two days of discussion, we will all have a better understanding of our respective objectives in housing -- federal, provincial and municipal -- how these objectives can be advanced in the context of Ontario's development strategy, and how we can move to overcome some of the housing problems facing Ontario municipalities.

From the federal point of view, the objective is simply to ensure that every Canadian is able to exercise what we regard as his social right - the right to good housing at a reasonable cost in a decent community environment. He should be put in a position to do this no matter what his social or economic circumstances, and no matter where he lives. We want to see this put into practice whether that Canadian lives in a small town or one of our

major cities, whether he lives in a province where the economy is based mainly on industry, manufacturing and finance, as it is here in Ontario, or whether it is based on resource extraction or agriculture or fisheries as in some other provinces. The right to good housing is a joint responsibility in our country and it is pretty obvious that there must be good cooperation between federal, provincial and municipal governments to make this right effective.

I recognize that each province and municipality will have a different ranking of priorities in the housing field depending on its particular circumstances and the kinds of housing need that are most urgently felt in their areas of responsibility.

Housing Problems in Ontario

Three priority problems that we face in Ontario in housing are, as I perceive them:

Providing enough good housing of the right kind for Ontario's growing population.

Providing enough serviced urban land to accommodate the demand of all income groups for housing.

Ensuring that people of low income in Ontario can get into good housing.

1. Shelter for a Growing Population Housing Needs Analysis

The problem in accommodating Ontario's rapid population growth has, in my view, two sides to it. The first requisite is to produce enough new housing. Over the next ten years, we will have to provide housing for more than a million new households in Ontario. We must continue to build but we can also seek to meet some of the demand by making the best use of the existing housing stock, through rehabilitation and improvements to the community environment.

The other side of the problem is the determination of where this housing is to be located, what kind of housing it will be, and who will get into it. We need much more precise information at all levels of government on what the real housing needs of people in Ontario are -- in terms of the size and form of housing, the needs of families and individuals, the special requirements of old people, rural families, native people, and so on.

I proposed at the Federal-Provincial Conference on Housing that we pursue a four-point, nation-wide program of housing need analysis. The program includes the provision of Federal funds (\$1.5 Million) for the development of the information and analysis required by all three levels of government.

I have written to the Provincial Ministers responsible for housing on this subject and I am happy to say that my officials will be starting their consultations with officials of Ontario in the near future. I would now like to take this occasion to express my hope that the municipalities of Ontario will take an active part in this process of analysis. If Mr. Grossman is agreeable perhaps we could agree to strike a small committee of officials to arrange to bring the municipal level into this process.

I want, however, to emphasize one point. In no way do I see this process of study and analysis as a substitute for action or reason for delaying action. Our first priority must continue to be to build and to get good new housing into place.

2. Low Income Housing

A major housing problem that we all recognize in Ontario is that of providing good housing for people of low income.

I want to assure Mr. Grossman, as I did last week when we met in Ottawa, that I will support him in every way I can to meet these difficulties.

In many respects this is a real three-way dilemma. Municipalities are concerned with the effects on their budgets of this kind of housing. The housing requires the

full range of municipal services its assessment is low; it does not yield as much revenue as would more expensive housing. Mr. Grossman, I know, is concerned that Ontario should be able to develop this kind of housing where and when it is required. And I am concerned that the Central Mortgage and Housing Corporation be able to put in place in Ontario the new programs we have developed under the National Housing Act. Mr. Grossman and I must have the support of municipal governments if we are to do this.

Now, between the programs developed by Ontario and by the federal government we have a much wider array of tools at our disposal than ever before to provide housing for low income people. The amendments to the NHA include three new programs of this type. These are the assisted home ownership program, neighbourhood improvement, and housing rehabilitation. As well, the previous aids to non-profit groups are strengthened and explicit provision is made for their use by cooperative groups who can also make use of the assisted home ownership arrangements.

All of these programs, together with the public housing program, represent an integral part of the social policy of the Federal Government and the Government of Ontario.

Several provinces, including Ontario have suggested that we needed to take a close look at the way in which these measures of assistance to housing under the NHA meshed with other measures of social assistance. On the federal side, the Minister of National Health and Welfare and I are in agreement that the question of shelter assistance should form part of the federal-provincial examination he has proposed of the entire system of social security in Canada.

The aid that the present Act can bring to low income people is tied to specific dwelling units, whether new or existing. These units are financed as advantageously as possible and the financing measures are supported by explicit subsidy payments. We have recently been hearing more and more about shelter allowances, whose distinctive feature would be, that they would not necessarily be tied to specific dwelling units.

I believe it would be entirely appropriate for us to consider the use here in Ontario of instruments such as Shelter Allowances either within the context of the present Housing Act, or beyond it, to help people solve these housing problems. Certainly there are advantages in this approach to providing housing aid. It gives a wider range of choice to people about the kind of housing they can select. At the same time it provides municipalities with greater flexibility on their approach to serving low-income

people. Certainly, it is worth looking into. We have, in fact, already been able to make one ~~move~~ in this direction. Mr. Grossman and I announced a few weeks ago a new approach towards providing accommodation to low-income families on a rental basis, geared to their incomes. This approach involves the use of rent supplements in conjunction with privately financed housing or projects financed by Central Mortgage and Housing Corporation under the "Limited dividend" program.

I think we should consider today the possibility of another move. This is that non-profit groups be permitted and encouraged to acquire or to build housing projects and to operate them as public housing, with the operating losses shared by the three levels of government. Such non-profit groups could be either private organizations such as service clubs and churches or organizations established under municipal auspices.

We should consider whether the municipalities might be in the best position to administer such a program. Why don't we try this and see how it works. The first such projects could be examined and evaluated by the three levels of government together. If there is sufficient agreement, we should fairly quickly be able to work out the details in consultation.

3. Land

The most critical housing problem in Ontario is land. The high cost of serviced land to the final user is becoming a major obstacle to greater housing output, particularly in the larger centres, such as Metropolitan Toronto, Ottawa, Hamilton. The phenomenon affects everyone, particularly the moderate income families that are seeking to acquire their first homes and families that move into the high land cost centres to find employment.

The immediate cause for the high and rising prices for serviced land are easy enough to discern. There has simply not been enough of it produced, in the light of current demand for new housing.

Since the problem is rooted in part in an insufficient supply of serviced land, governments have to accept a large degree of responsibility for it. To a large extent the supply of serviced land is determined by public decision. It is government which zones land for urban development. It is government which is obliged to extend the trunk services to make development possible. It is government which sets the standards of subdivision. And it is government which controls the process of sub-division acceptance.

You may feel that, because all these prerogatives lie within the domain of the provincial and municipal governments,

I am simply trying to shift responsibility for the problem from the Federal Government. Quite the contrary. I am instead trying to understand clearly the difficulty of the problems faced at the provincial and municipal levels in order to offer the aid of the Federal Government in overcoming them.

I want to do everything I can to speed up that part of the land development process for which the public is responsible.

* I know that it is not always in the interests of suburban municipalities to encourage the rapid development of low priced serviced land.

* I know also that it is difficult for the province to force the issue with regard to the extension of trunk services or the standards and speed of subdivision processing.

* I know also that it is difficult, short of measures that amount to confiscation, to force a reduction in raw land values in areas ripe for development.

But in spite of the complexity and difficulty of the issue, I am sure that all of us here agree that action must be taken on all these questions if we are to make any headway. It seems to me that a land development strategy must include elements which address all these aspects of

the development process. Under the National Housing Act we have the sewer loan and grant program, the land assembly program, and under the amendments which I hope will be in force very shortly, we have also the New Communities program. Each of these programs in my view has a useful potential role in effecting a land development. As I mentioned during the Federal Provincial Housing Conference, an intergovernmental land strategy is required if these programs are to have their full effect. It should be conceived to deal with both the immediate and long-term aspects of our land problems. This conference should be able, in my view, to initiate some action in this field to meet the critical and immediate aspect of the land problem which confronts us. This is the need to ease the short-term situation.

I would like to put forward for your consideration a five-point program of action. While the actions I am suggesting are particularly geared to the Toronto situation, these proposals can be readily adapted to other centres experiencing similar difficulties.

First of all I suggest that we use the inventory of publicly owned land suitable for residential development. I pledge my support in reviewing Federal land holdings and I would urge the province and the municipalities to review their holdings as well.

Second, we will join with the province or with any municipality designated by the province, in an immediate program of land acquisition and servicing. Since we are addressing ourselves to an immediate and very pressing problem, this proposal will be truly effective only if the province and the municipalities are prepared to mobilize their resources to secure quick subdivision plan approval.

Third, we propose that, where there are public land assembly projects already underway, steps be taken by the Province, the municipality and CMHC to accelerate the pace of development, particularly the plan approval and servicing stages. For example, if all three levels of government work together I have no doubt that the Malvern Development in Scarborough can be fully completed not in 1981 but in 1976 or 1977.

My fourth point is that a major hold-up in the development of land can be delays in extending trunk services. I am prepared to consider ways and means under the Sewage Treatment Loan program of assisting municipalities to accelerate the installation of trunk sewers, and I would like to have your suggestions on this question.

Fifth, I propose that the three levels of government cooperate to make the fullest use of the new provisions in the amendments to the National Housing Act to support

developmental or pilot projects to improve on the efficiency of use of residential land. I think there are new forms of single family and multiple type housing that could be profitably explored. This kind of cooperative venture may require some relaxation of municipal by-law requirements.

Both long and short-term measures need to proceed together. Much of the groundwork has been laid here in Ontario through the Design for Development for comprehensive regional strategies to address the land problem. It should be possible to build quickly on this to meet the immediate short-term problems that face us.

We know that we need to conserve major areas for agricultural and recreational purposes and as wildernesses which will clean the environment. We know that we need to consciously seek a balanced form of urban growth and development. We also know that we cannot slacken the pace at which good housing is being built for Ontario's growing population. These are a challenge to our resources for planned, coordinated action. They call for public entrepreneurship of the highest order.

NHA Program Administration

We have some practical questions to resolve if the new NHA programs are to be brought to bear to meet Ontario's housing needs next month. These are questions of how NHA programs are to be delivered in Ontario.

I have indicated that for Land Assembly, Public Housing, Neighbourhood Improvement, and Rehabilitation in NIP areas, the effective administration of the programs would be at the provincial and municipal level.

For these programs we will need to have good operating agreements between the federal and provincial governments. These operating agreements would set out the funding to be made available, the means whereby priorities would be set and the criteria to be adhered to in delivering the programs. These matters under the operating agreements would be set by mutual agreement. They would not be unilateral determinations by one side or the other.

In order that methods of program operation will vary from program to program, we will want to proceed first to develop the terms of the operating relations for each program on an individual basis. When this stage has been completed we could consider whether there was an advantage in putting the operating procedures for each of

the programs into one total agreement. At the same time, we will be looking to develop an expression of the way in which the total funding within a province would be organized. I have in mind here especially the way in which the system of three-year forward budgeting, and the budget review and adjustment will operate.

I have been referring so far to operating agreements covering those programs under which the federal government provides financing to provincial and municipal agencies. For programs of direct assistance to individual Canadian citizens and private groups (Assisted Homeownership, Non-Profit and Co-operatives) we will, of course, consult with you on the use to be made of these programs in Ontario.

The Neighbourhood Improvement program, subject to provincial concurrence, would be administered by municipal governments. Within the framework set by the operating agreement, the municipality would plan that work needed to be done, select the areas within which the work should be carried out and actually undertake to have this work done.

Under the Rehabilitation program, our view is that it is the municipal level of government which is in the best position to administer the program. By this we

mean that, again, within a framework to be set by the federal and provincial governments, the municipalities would determine where the rehabilitation should take place, who should get the loans and control the process of rehabilitation.

We recognize that under such an arrangement, the administration of the program would impose a cost on the municipal government. We have made provision to reimburse the municipalities for these costs.

Conclusion

In conclusion, I would like to emphasize what I would hope this conference could achieve under this second agenda item.

1. I have stressed the need for better information at all levels of government on housing needs. I want to find a quick, efficient way of involving the Province and the municipalities of Ontario in the process of developing a better understanding of housing needs.
2. I have suggested that we need to move together to improve the means of providing housing for the people in Ontario who are living on low and fixed incomes. This is a tri-level problem. It needs a good open examination; I am prepared to move ahead in Ontario.

3. I have stressed the urgency of action to meet the critical land situation that exists in some of the major cities of Ontario. I have put forward a proposal for attacking the short term part of this problem.
4. I have asked for your help in making sure, as soon as the new federal housing legislation receives Royal Assent, that along with the CMHC Branch Offices which will be open for business under the new programs, the provincial and municipal machinery is also ready to deliver these programs to the people of Ontario.



STATEMENT BY
THE HONOURABLE ALLAN GROSSMAN
MINISTER OF REVENUE
RESPONSIBLE FOR
ONTARIO HOUSING CORPORATION

REGIONAL TRI-LEVEL CONFERENCE
TRENT UNIVERSITY, PETERBOROUGH
MAY 28, 1973

LADIES AND GENTLEMEN,

I AM MOST HAPPY TO TAKE PART IN THIS REGIONAL TRI-LEVEL CONFERENCE AND TO DISCUSS WITH YOU THE VERY IMPORTANT TOPIC OF ONTARIO'S URBAN AND REGIONAL DEVELOPMENT STRATEGY. AS HAS ALREADY BEEN POINTED OUT, THIS FORUM PROVIDES A UNIQUE OPPORTUNITY FOR US TO DISCUSS OUR RESPECTIVE RESPONSIBILITIES IN REGARD TO TRANSPORTATION, HOUSING AND ENVIRONMENTAL MANAGEMENT.

ALREADY THIS YEAR, THERE HAVE BEEN A NUMBER OF INTERGOVERNMENTAL MEETINGS, AND MORE ARE PLANNED. AS IMPORTANT AS THESE MEETINGS ARE, I HAVE THE FEELING THAT THIS TRI-LEVEL MEETING WILL PROVE TO BE THE MOST FRUITFUL AS FAR AS ENUNCIATING OUR RESPECTIVE RESPONSIBILITIES.

AS THE PROVINCIAL MINISTER RESPONSIBLE FOR HOUSING, I WELCOME THIS OPPORTUNITY TO DISCUSS HOUSING WITH FEDERAL AND MUNICIPAL REPRESENTATIVES. MANY OF THE MUNICIPAL VIEWS ARE ALREADY INCORPORATED IN OUR POLICY. FOR EXAMPLE, SHORTLY AFTER THE AMENDMENTS PROPOSED FOR THE NATIONAL HOUSING ACT WERE UNVEILED, THIS PROVINCE SOUGHT MUNICIPAL PARTICIPATION IN THE FORMULATION OF A POSITION IN RESPECT TO THEM.

THESE MATTERS WERE DISCUSSED AT MEETINGS OF THE PROVINCIAL-MUNICIPAL LIAISON COMMITTEE, AND THREE MUNICIPAL REPRESENTATIVES - MAYORS BENOIT AND CROMBIE AND YOUR CO-CHAIRMAN, MAYOR NEWMAN - WERE PART OF THE ONTARIO DELEGATION TO THE JANUARY FEDERAL-PROVINCIAL CONFERENCE ON HOUSING.

AS WELL AS MAKING THEIR PRESENCE FELT AT THE MEETINGS OF THE PROVINCIAL-MUNICIPAL LIAISON COMMITTEE, MUNICIPALITIES AND THEIR REPRESENTATIVES HAVE BEEN VERY ACTIVE IN PRESENTING BRIEFS TO THE ONTARIO ADVISORY TASK FORCE ON HOUSING POLICY HEADED BY ELI COMAY. THIS TASK FORCE WILL BE MAKING RECOMMENDATIONS IN REGARD TO HOUSING POLICY FOR ONTARIO THIS SUMMER. THE FACT THAT WE ARE AWAITING THIS REPORT SHOULD NOT PRECLUDE US FROM DISCUSSING POLICY MATTERS AT THIS CONFERENCE.

I SAY THIS BECAUSE THERE ARE CERTAIN BASIC PRINCIPLES ONTARIO HAS PURSUED WHICH ARE FUNDAMENTAL TO ANY RECOMMENDATIONS WHICH MAY BE FORTHCOMING FROM THE COMAY TASK FORCE. MANY OF THE HOUSING NEEDS OF THIS PROVINCE AND ITS MUNICIPALITIES ARE UNIQUE TO THIS PROVINCE, JUST AS SOME OF THE HOUSING NEEDS IN OTHER PROVINCES REFLECT THEIR LOCAL CONDITIONS.

THIS ONTARIO TRI-LEVEL CONFERENCE PROVIDES US WITH AN EXCELLENT OPPORTUNITY TO REVIEW OUR PRESENT PROGRAMS TO DATE AND TO APPRAISE OUR NEEDS FOR THE FUTURE. IN EXAMINING THESE NEEDS, WE WILL HAVE AN OPPORTUNITY TO ASSESS THE FINANCIAL IMPLICATIONS FOR EACH OF THE THREE LEVELS OF GOVERNMENT INVOLVED.

IN LOOKING AT OUR PRESENT POSITION, I WILL EXAMINE IT IN TERMS OF THREE MAJOR AIMS:

- . LAND ACQUISITION,
- . ASSISTANCE TO LOWER INCOME GROUPS,
- . PRESERVATION OF OLDER HOUSING UNITS AND NEIGHBORHOODS

TURNING NOW TO THE FIRST OF THESE - LAND ACQUISITION

THE CURRENT LAND INVENTORY OF THE ONTARIO HOUSING CORPORATION ALONE IS ROUGHLY 19,000 ACRES. THE MAJOR PARCELS BEING ABOUT:

- . 5,000 ACRES OUTSIDE OF OTTAWA,
- . 3,000 ACRES IN CAMBRIDGE,
- . 1,700 ACRES IN METROPOLITAN TORONTO,
- . 1,700 ACRES NEAR HAMILTON,
- . 1,500 ACRES IN OAKVILLE,
- . 1,000 ACRES IN BRANTFORD, AND
- . 760 ACRES IN WINDSOR.

WITH SMALLER HOLDINGS IN MANY OTHER MUNICIPALITIES

THE EXISTENCE OF THESE LARGE LAND ASSEMBLIES MAKE IT POSSIBLE FOR THE PROVINCE TO BRING TO MARKET FULLY-SERVICED BUILDING LOTS WHICH CAN BE LEASED TO MODEST-INCOME FAMILIES WHO WOULD OTHERWISE BE PRICED OUT OF HOME OWNERSHIP.

FOR EXAMPLE, A SURVEY OF THE FIRST 352 BUYERS AT MALVERN, IN METROPOLITAN TORONTO, SHOWED 71 PER CENT OF THE HEADS OF FAMILIES IN THE \$8,000 TO \$12,000 ANNUAL INCOME RANGE AND 14 PER CENT BETWEEN \$5,000 AND \$8,000.

QUARREL AS ONE MAY WITH THE PHILOSOPHY OF GOVERNMENT ASSEMBLING LAND, THE FACT IS THAT VERY FEW HOUSES ARE BEING PROVIDED FOR THIS INCOME RANGE WITHOUT GOVERNMENT INVOLVEMENT,

MUCH OF THE REASON WHY WE ARE ABLE TO PROVIDE OWNERSHIP TO THOSE INCOME LEVELS IS DUE TO THE LAND-LEASE PRINCIPLE, AND MAXIMUM PRICE LIMITATIONS ON THE HOUSES THAT ARE BUILT,

ALTOGETHER, MORE THAN 13,000 FULLY-SERVICED LOTS HAVE BEEN BROUGHT TO MARKET. THE MAJORITY OF BUYERS OF HOUSES ON THESE LOTS WERE FORMER RENTERS WHO, WITHOUT OHC'S LOT-LEASE PROGRAM, WOULD NOT BE IN A POSITION TO MOVE OUT OF RENTAL ACCOMMODATION INTO HOME OWNERSHIP.

AS A PART OF THE LOT-LEASE PROGRAM, WE HAVE ALSO BEEN EXPERIMENTING WITH NEW METHODS OF LAND PLANNING. ONE APPROACH IS THE "ZERO LOT LINE" CONCEPT WHICH HAS ALREADY PROVIDED MORE THAN 600 DWELLINGS IN CHINGUACOUSY TOWNSHIP WITH 1,800 ADDITIONAL UNITS UNDER DEVELOPMENT.

I INVITE OTHER MUNICIPALITIES TO SERIOUSLY CONSIDER THIS AND/OR OTHER LAND-USE INNOVATIONS TO ALLOW DENSITY TO BE INCREASED WITHOUT REDUCING THE PRIVACY ASSOCIATED WITH THE SINGLE-FAMILY HOUSE.

WE ARE ALSO ENCOURAGING NEW HOUSING FORMS FOR MEDIUM AND HIGH DENSITY HOUSING THROUGH DESIGN COMPETITIONS.

OF PARTICULAR INTEREST IN HIGH DENSITY AREAS IS CONDOMINIUM HOUSING. OHC IS PRESENTLY ASSOCIATED WITH SOME 15,000 CONDOMINIUM DWELLINGS, EITHER APARTMENTS OR TOWN HOUSES. THE HEAVY SUPPORT OF CONDOMINIUM HOUSING IS ANOTHER EXAMPLE OF PROVINCIAL INITIATIVE IN THE AREA OF REDUCING COSTS FOR HOME OWNERSHIP.

TURNING NOW TO ASSISTANCE FOR LOWER-INCOME GROUPS; AT PRESENT, OUR TOTAL PORTFOLIO UNDER MANAGEMENT AND DEVELOPMENT IN THE FIELD OF FAMILY AND SENIOR CITIZEN RENT-TO-INCOME HOUSING IS OVER 80,000 UNITS, OF WHICH ALMOST 52,000 ARE PRESENTLY UNDER MANAGEMENT, AND ANOTHER 28,000 ARE UNDER CONSTRUCTION OR DEVELOPMENT.

RECENTLY I ANNOUNCED THE OPTIONS WE HAVE DEVELOPED, AND ARE PRESENTLY PUTTING INTO OPERATION, TO ACCOMPLISH GREATER INTEGRATION OF SUCH HOUSING. ONE POLICY IS THE PURCHASING OF UP TO 10 PER CENT OF HOUSES BUILT IN H.O.M.E. PLAN SUBDIVISIONS TO PROVIDE RENTAL DWELLINGS FOR FAMILIES REQUIRING THREE, FOUR, AND FIVE BEDROOM UNITS. I COMMEND THOSE MUNICIPALITIES WHICH HAVE SHOWN THE SENSITIVITY AND FORESIGHT TO REQUIRE A PERCENTAGE OF NEW HOUSING UNITS BE SET ASIDE FOR ASSISTED HOUSING.

ANOTHER IS OUR "INTEGRATED COMMUNITY HOUSING PROGRAM" WHICH WILL PROVIDE ACCOMMODATION FOR SUBSIDIZED TENANTS IN PRIVATELY-OPERATED DEVELOPMENTS ALONG WITH NON-SUBSIDIZED TENANTS. WE PRESENTLY PROVIDE SUCH HOUSING WITH OUR RENT SUPPLEMENT PROGRAM, WHICH IS GEARED TO EXISTING DWELLINGS. THE "INTEGRATED COMMUNITY HOUSING" APPROACH, WHEREBY WE WILL SUPPLY SECONDARY MORTGAGE FINANCING IN RETURN FOR UP TO 25 PER CENT OF THE UNITS, WILL CREATE NEW HOUSING FOR BOTH SUBSIDIZED AND NON-SUBSIDIZED TENANTS.

THE THIRD MAJOR AIM IS THE PRESERVATION OF OLDER HOUSING UNITS AND NEIGHBORHOODS. FOR EXAMPLE, IN TORONTO, ON A BLOCK KNOWN AS THE "HYDRO SITE", WE HAVE ENGAGED ARCHITECTS TO CONSIDER AN "IN-FILLING"

APPROACH TO PERMIT, AS FAR AS ECONOMICS ALLOW, THE RETENTION OF THE LOW-RISE RESIDENTIAL CHARACTER OF THIS NEIGHBORHOOD.

ALONG SIMILAR LINES IS A DEVELOPMENT AT SHERBOURNE-DUNDAS STS. IN THE CITY OF TORONTO WHERE WE HAVE EVOLVED, WITH THE MUNICIPALITY, A PROVINCIAL-MUNICIPAL PARTNERSHIP TO CREATE NEW HOUSING AND PRESERVE AN EXISTING NEIGHBORHOOD.

THE PROVINCE FULLY ENDORSES THE CONCEPT THAT PROGRAMS TO REVITALIZE URBAN NEIGHBORHOODS, IN THE BROADEST CONTEXT, SHOULD FORM PART OF WHATEVER FEDERAL FINANCING IS PROVIDED UNDER THE NATIONAL HOUSING ACT.

TURNING NOW TO FEDERAL INVOLVEMENT AS MANIFESTED IN THE NATIONAL HOUSING ACT AMENDMENTS NOW BEFORE PARLIAMENT, LET US EXAMINE THEM TO SEE HOW THEY ADVANCE THE THREE AIMS OF ONTARIO'S HOUSING PROGRAM I HAVE JUST ENUNCIATED.

IN A POSITIVE SENSE, THE PROPOSED AMENDMENTS DO PROVIDE A WIDER RANGE OF OPTIONS AND GREATER FLEXIBILITY FOR PROVINCIAL AND MUNICIPAL PROGRAMS, AS I STATED AT THE FEDERAL-PROVINCIAL CONFERENCE LAST JANUARY, ONTARIO IS ALWAYS OPEN TO INNOVATIONS. WE SEE "ASSISTED HOME OWNERSHIP", THE ENCOURAGEMENT OF NON-PROFIT AND

CO-OPERATIVE HOUSING, LAND ASSEMBLY, AND THE FLEXIBLE AND SENSITIVE APPROACH TO REHABILITATION AND THE PRESERVATION OF NEIGHBORHOODS, AS BEING VERY POSITIVE CONTRIBUTIONS TO HOUSING.

SOME OF THESE APPROACHES CAN BE LINKED TO EXISTING PROVINCIAL PROGRAMS TO CREATE A DIVERSITY OF OPTIONS WHICH WILL ASSIST US TO MEET OUR GOAL OF GOOD HOUSING FOR ALL ONTARIO CITIZENS.

HOWEVER, THERE ARE SOME ASPECTS TO THE PROPOSED AMENDMENTS WHICH CONCERN US GREATLY. FIRST AND FOREMOST OF THESE IS LIMITED FUNDS. THE NUMBER OF NEW DWELLINGS OF ALL TYPES THAT WILL BE REQUIRED IN THE NEXT DECADE IN ONTARIO WILL TOTAL ABOUT 1,250,000 UNITS. THAT IS TO SAY ONTARIO'S REQUIREMENT IS ALMOST ONE-HALF OF THE CANADIAN TOTAL NEEDED IN THAT TIME SPAN.

CHANGES MADE TO THE NHA, SHOULD BE SUPPORTED BY FUNDING THAT REFLECTS THIS REQUIREMENT. MOST CERTAINLY THE FUNDS, SET ASIDE FOR REHABILITATION AND RENEWAL, CAN BEST DESCRIBED AS "TOKEN". IT IS OUR OPINION THAT THE FUNDS ALLOCATED FOR LAND ACQUISITION WILL NOT MEET THE NEED.

I APPRECIATE THAT THE FEDERAL MINISTER INDICATED THAT, IF NECESSARY, MORE FUNDS COULD BE FORTHCOMING,

BUT I WOULD POINT OUT THAT IN THE NEXT TWO OR THREE YEARS ALONE, THE NORTH PICKERING COMMUNITY DEVELOPMENT NEAR METROPOLITAN TORONTO WILL REQUIRE FUNDING IN EXCESS OF \$150,000,000 FOR PROPERTY ACQUISITION ITSELF.

MOREOVER, ONE AREA OF VITAL IMPORTANCE THAT IS NOT INCLUDED IN THE PROPOSED AMENDMENTS IS PUBLIC HOUSING.

ANOTHER DRAWBACK TO THE PROPOSED AMENDMENTS IS THEIR LIMITED APPLICABILITY, FOR EXAMPLE, THE "ASSISTED HOME OWNERSHIP" PROGRAM WILL NOT BE OF ASSISTANCE IN MAJOR ONTARIO URBAN CENTRES WHERE IT IS MOST NEEDED.

OTHER CONCERNS ARE THAT THE PROGRAMS DO NOT SEEM TO BE COMPLEMENTARY, NOR HAVE THEY BEEN CONSIDERED IN LIGHT OF OTHER INCOME-SUPPORT PROGRAMS. WE HAVE POINTED OUT ON OTHER OCCASIONS THAT HOUSING ASSISTANCE IS A MAJOR FORM OF INCOME SECURITY FOR LOW-INCOME FAMILIES AND INDIVIDUALS AND IT MOST CERTAINLY SHOULD BE INTEGRATED WITH OTHER INCOME SECURITY, OR SOCIAL ASSISTANCE, PROGRAMS. HOUSING ASSISTANCE CAN BE FOUND IN MORE THAN A DOZEN PROGRAMS - NONE OF THEM CO-ORDINATED ONE WITH THE OTHER - FOR WHICH THE PUBLIC HOUSING SUBSIDY IS MERELY THE TIP OF THE ICEBERG.

ALLOW ME TO ENLARGE ON THIS.

A MAJOR FORM OF HOUSING ASSISTANCE IN ONTARIO IS THAT WHICH IS COST-SHARED UNDER THE CANADA ASSISTANCE PLAN. WHAT I AM REFERRING TO IS THE SHELTER COMPONENT OF THE GENERAL WELFARE ASSISTANCE AND FAMILY BENEFITS ACT.

IN 1971, THE SHELTER COMPONENT UNDER THESE INCOME SECURITY PROGRAMS TOTALLED NEARLY 85 MILLION DOLLARS IN ONTARIO AND COSTS HAVE SINCE INCREASED. IT SHOULD BE NOTED THIS IS IN ADDITION TO THE DIRECT HOUSING SUBSIDY BY THE THREE LEVELS OF GOVERNMENT OF 36 MILLION DOLLARS MENTIONED FOR PUBLIC HOUSING IN ONTARIO IN FISCAL 1971 - 72.

IF WE ARE GOING TO DEAL MEANINGFULLY WITH ASSISTANCE IN THE FIELD OF HOUSING, WE SHOULD RATIONALIZE HOUSING ASSISTANCE UNDER A REVISED FORM OF INCOME SECURITY.

ONLY FIVE DAYS AGO PRIME MINISTER TRUDEAU TOLD THE FIRST MINISTERS IN OTTAWA THAT IT WAS STILL THE FEDERAL GOVERNMENT'S INTENTION TO GET OUT OF SHARED-COST PROGRAMS AND TURN OVER THE REQUIRED REVENUE TO THE PROVINCES. IF THE FEDERAL GOVERNMENT IS PREPARED TO GET OUT OF SHARED-COST PROGRAMS IN HEALTH AND POST-SECONDARY EDUCATION, IS IT NOT INCONSISTENT FOR THEM

TO OPPOSE VACATING THE SHARED-COST HOUSING PROGRAM AREA? IN ANY CASE, FOR THE MOST PART, FEDERAL INVOLVEMENT IN HOUSING CONSISTS OF LOANS WHICH ARE REPAID WITH INTEREST.

ALSO DOES IT MAKE SENSE TO HAVE PROVINCES RESPONSIBLE FOR ONE TYPE OF SOCIAL HOUSING - THAT IS RENT-GEARED-TO INCOME HOUSING - AND THE FEDERAL GOVERNMENT RESPONSIBLE FOR NON-PROFIT AND ASSISTED HOME OWNERSHIP HOUSING? IN MY VIEW, IT DOES NOT MAKE SENSE.

THERE IS A NEED TO RATIONALIZE RESPONSIBILITY IF ONLY TO ELIMINATE THE CONFUSION CREATED BY THE MULTITUDE OF PROGRAMS AND THE VARIOUS JURISDICTIONS INVOLVED. SUCH RATIONALIZATION WOULD PREVENT DELAYS IN THE APPROVAL PROCESS AND REDUCE INEFFICIENCIES DUE TO A DUPLICATION OF EFFORT. FURTHER, THERE IS LITTLE ROOM FOR LOCAL INITIATIVE IN RESPONSE TO SPECIAL LOCAL NEEDS.

AS I HAVE ALREADY OUTLINED, ONTARIO IS CARRYING OUT PLANNING ON AN EXTREMELY COMPREHENSIVE BASIS AND ALSO PLANNING FOR LONGER PERIODS AS WE ARE DEALING IN A REGIONAL DEVELOPMENT CONTEXT. FOR THAT REASON, FLEXIBILITY, PLUS LONG-TERM FUNDING COMMITMENTS, ARE IMPERATIVE.

THIS THINKING IS NOT UNIQUE TO ONTARIO. IT HAS BEEN REFLECTED IN THE POSITIONS OF OTHER PROVINCES AND IN THE DEBATES ON THE NHA AMENDMENTS IN THE HOUSE OF COMMONS. THERE IS A GROWING CONSENSUS THAT A FUNDAMENTALLY DIFFERENT APPROACH IS REQUIRED.

THE TIME HAS NOW ARRIVED FOR OTTAWA TO RECOGNIZE THAT SOME PROVINCIAL JURISDICTIONS HAVE THE TECHNICAL COMPETENCE NEEDED TO MANAGE AND INITIATE HOUSING PROGRAMS OF THEIR OWN DEVISING. HENCE, DETAILED FEDERAL REQUIREMENTS, WITH RESPECT TO NHA AMENDMENTS, ARE BOTH UNNECESSARY AND UNDESIRABLE AS THEY WOULD TEND TO RESTRICT THE FLEXIBILITY OF LOCAL INITIATIVE, BOTH AT THE PROVINCIAL AND THE MUNICIPAL LEVELS.

AS I HAVE ALREADY OUTLINED, THE ADVISORY TASK FORCE ON HOUSING POLICY WILL BE MAKING RECOMMENDATIONS TO THIS PROVINCE WHICH COULD FORM THE BASIS FOR A NEW HOUSING POLICY IN ONTARIO.

THIS IS ANOTHER EXAMPLE OF WHY THE FEDERAL GOVERNMENT SHOULD NOT ATTEMPT TO ESTABLISH HOUSING PRIORITIES FOR ANY PROVINCE. THE TIME HAS ARRIVED TO ENTER INTO A NEW FORM OF FEDERAL-PROVINCIAL RELATIONSHIP IN REGARD TO THE PROVISION OF HOUSING AND HOUSING PROGRAMS.

THEREFORE, I URGE THE FEDERAL GOVERNMENT TO ENTER INTO AN OVERALL AGREEMENT WITH ONTARIO TO PROVIDE FOR FEDERAL FUNDING OF PROGRAMS FOR GENERAL HOUSING PURPOSES.

THE EXPERTISE NEEDED TO CARRY OUT SUCH PROGRAMS ALREADY EXISTS AT THE PROVINCIAL LEVEL, AND IT IS AVAILABLE, OR CAN BE DEVELOPED, AT THE MUNICIPAL LEVEL. THIS BEING SO, LET US AVOID BEING LOCKED INTO A FEDERAL STRAIT-JACKET FASHIONED AROUND THE NATIONAL HOUSING ACT.

IN CONCLUSION, I WOULD REITERATE THAT ONTARIO HAS ALREADY ACTED TO INTRODUCE A BROAD URBAN POLICY. RECOMMENDATIONS OF THE COMAY TASK FORCE WILL ADD NEW DIMENSIONS TO THIS POLICY. ONTARIO, THROUGH ONTARIO HOUSING CORPORATION, HAS ALREADY DEMONSTRATED IT IS QUITE CAPABLE OF "DOING ITS OWN THING". A NUMBER OF MUNICIPALITIES HAVE SIMILAR ASPIRATIONS - AND A GENERAL AGREEMENT WITH THE FEDERAL GOVERNMENT WOULD PROVIDE ONTARIO WITH THE FLEXIBILITY AND FUNDS NEEDED TO RESPOND TO THIS PROVINCE'S SPECIAL REQUIREMENTS.

MUNICIPAL POSITION ON HOUSING

Let me start by stating a municipal goal for housing -- our goal must be to provide a sufficient quantity of housing so that the people of our municipalities can have a range of choice to housing which is within their means. We are not talking solely of low income housing. We are addressing ourselves to the whole spectrum of accommodation.

A crisis is occurring, prices are escalating and leadership is lacking. It is not sufficient for the Provincial Government to leave most initiatives in housing to the Federal Government. The responsibility is clearly Provincial, and through our relationship with the Province, is a responsibility of local government. We have not been provided with the resources to do the job. In fact, we have been very seldom consulted on Federal and Provincial actions which affect the housing situations within our jurisdiction.

This Conference has been dubbed, "historic". It is. The child has grown up. He wants to assume his responsibility. He wants to be a full partner in decision making. From this point on all decisions within a municipality affecting housing should only be made after full consultation. Such decisions include land banking, loans to co-ops, non profit housing, builder loans, and the extension of services beyond existing local boundaries, etc. Only in this way can a municipality know what is happening and take action to create or encourage the housing it needs, and meet its total housing goals.

As municipalities we look with some envy at the activities of the Quebec Government in housing. They have shown an attitude towards the Federal Government and to their creature municipalities that is worthy of emulation by this Province. They have taken initiatives and provided programmes that are not pale reflections of Federal decisions but are designed to meet the needs as they perceive them. An example is the assistance, leadership and funding being provided for rehabilitation. We are still waiting for such an approach by Ontario. We would welcome some Provincial financial initiatives to replace housing rhetoric.

Hopefully, as a result of this meeting the Province will announce its intention to develop its programme for funding housing. The municipalities should be involved through the PMLC in the development of Provincial housing and allied budgets.

STATEMENT BY MAYOR DAVID CROMBIE
REGIONAL TRI-LEVEL CONFERENCE
TRENT UNIVERSITY, PETERBOROUGH
MAY 28, 1973

I am pleased to be able to present to this Conference my position on the appropriate approach to the solution of urban housing problems in this province. I speak of the approach, rather than the solutions to the problems, because it is clear that in two and one-half hours one cannot canvass even the major problems and their solutions.

I am sure that there is broad agreement between the three levels of government on the nature of the problems: the rapidly increasing cost of housing, led by land costs and held up by high interest rates; the resulting hardship imposed on low and moderate income households and more recently on middle income households, causing them to pay more than they can afford for housing and severely limiting their freedom of choice; the need for new approaches to housing problems, which produce solutions more in keeping with consumer needs -- with its emphasis on innovation in housing production and form and preservation of existing neighbourhoods; the related user demand for greater say in the planning and management of housing; and the need for increased flexibility, at all levels, to cope with these problems.

After a long period during which its major interest was first to provide middle income suburbanites with single family houses and then to provide public housing for the poor, the Federal government has begun

to respond to these problems and demands. It has introduced amendments to the National Housing Act providing for new assisted homeownership, neighbourhood improvement, rehabilitation and co-operative programs and has expanded its land assembly, non-profit housing and research and development programs.

None of us in this room would dispute that increased effort is required in these various program areas, nor that in their successive definitions and redefinitions over the last several years, the terms of the proposed federal programs have not improved somewhat. But that is not in issue here. If, as I suggest, there is fairly general agreement as to the nature of the problems and the range of applicable policies, then surely what we must discuss is the issue of roles and responsibilities in choosing between and implementing those housing policies.

Specifically, we must decide:

- (1) Who is responsible for policy and program planning - the broad policy guidelines, the detailed program guidelines, the programs applicable to a given municipality and the mix of programs in that municipality?
- (2) Who is to be responsible for program planning and delivery, for the decision

of how many projects, of what kind, cost and location, are funded under a specific program?

3. Where will the money come from, and in what amount to meet these program requirements?

The provincial position on these questions, as far as the federal government is concerned, is quite clear. It has been put here today, at the Federal-Provincial Housing Conference in January, at the recent First Ministers' Conference and on other occasions. Housing is primarily a matter of provincial-local responsibility, both in terms of the constitution, and in terms of the constitution and of its key role in urban planning, both regional and local. The federal government, in its role as banker and through the use of shared-cost programs, has extended its influence in this area. It appears to be ready to get out of shared-cost programs in health and post-secondary education and transfer the needed revenues to meet those responsibilities to the provinces. It should follow that policy in the field of housing as well, making block loans and grants to the provinces, each of which would determine what housing programs best meet their particular needs.

Unfortunately, the Province has not made clear its position on the appropriate division of responsibility for the performance of housing functions between itself and the municipalities. It has rejected federal initiatives without itself clearly facing the question of the proper allocation of functions in the provincial-municipal sphere. Hopefully, we will soon have its answer in the action to be taken on the recommendations of the Comay Task Force, which I expect will be moved by the outpouring of municipal interest in the subject.

It seems to me to be imperative to put forward the municipal position or at least the position of those municipalities which have had substantial housing experience, at this time and to call upon the federal and provincial representatives, in each other's presence, to respond to it. It is a position which I have put forward in a brief presented both to the Comay Task Force and the Committee of the House of Commons on Health, Welfare and Social Services.

Briefly, it states that the responsibility for planning for housing and for delivering housing programs must be local. Under the Planning Act, decisions on the amount, type, form and location of housing required in any municipality are taken by the municipal government.

It is only common sense that federal and provincial estimates of housing requirements and needs cannot be more than an aggregation of local estimates.

But while municipalities are expected to plan for those aspects of housing, their abilities to implement plans are strictly limited, amounting basically to regulatory powers like zoning, subdivision control, and housing standards enforcement. They have no other power to influence the flow of housing, its distribution by income group, tenure, cost, etc.

It is completely unable to influence the amount of governmental funds to be lent for housing within its boundaries, the kind and density of housing for which it is to be lent, the type of program for which it is to be lent and the division of funds between programs. So we have no say on the choice of funding mix between the preservation of neighbourhoods and existing housing stock, or the provision of new builder low rental units, or land assembly and sewage treatment -- or between each of these and the provincial H.O.M.E. programs. In some mysterious fashion, within the bowels of the federal and provincial housing corporation, a decision is taken and that's that.

In the city of Toronto and throughout Metro, we are working on plans for the systematic distribution of new housing to be produced and on comprehensive plans for the preservation and improvement of existing housing and neighbourhoods. (In the latter area we have been implementing our own programs at minimal funding levels for the past several years as have other municipalities while we await the passage of federal legislation).

If we are the elected representatives to whom the public look to shape and form and substance of our cities, then federal and provincial policies aimed at broad national and provincial objectives, must conform to local plans, particularly when those plans are the result of painstakingly participatory processes with very substantial public input.

Assuming the preparation of local plans, which, while conforming to broad Federal and Provincial objectives govern the detailed implementation of housing programs, who should be responsible for that implementation? The Federal answer, arrived at without consultation on the issue of responsibility, is that they should. We should be very clear that this is the result of the proposed N.H.A. amendments. Until recently the major responsibility for the delivery of social housing programs was Provincial, because the major program, public housing, was provincially controlled.

Now the Federal government is espousing a number of new programs which will involve it in deciding on the kind of housing which is built, preserved, etc., in our cities. The proposed non-profit, co-operative assisted home-ownerships rehabilitation, land assembly and experimental programs all contemplate direct federal intervention and program control.

At the recent Federal-Provincial Conference on Housing, the Province took the position that detailed Federal concern with program design and implementation was no longer needed, if it ever was, and was in fact constitutionally inappropriate. That stance was based on an understanding of the very different needs of different regions of the country, on the ability of the provinces to express those regional needs and design programs to meet them, on the advantage of having programs operated by a level of government closer to the people, on the level of expertise developed by the provincial agencies, on the administrative difficulties presented by joint implementation of programs with the delicate system of checks and balances which has emerged, and on the costly duplication of extensive bureaucracies.

I endorse that position and urge you to do so, I also urge you to follow it through to its logical conclusion with respect to the devolution of program planning and implementation responsibilities to the municipal level. All

the same arguments apply: differing regional and urban needs, closeness to the people, developed expertise, problems of joint implementation, and duplication of staffs.

The best example of these principles which I can point to is the proposed rehabilitation program, in which the Federal government will set program priorities for the funding of housing repairs. The City of Toronto has a housing standards staff of 70 which has canvassed most buildings in need of repair in the City. It has area planners and site offices working in many of the older neighbourhoods of the City. It has for two years run neighbourhood improvement and rehabilitation programs. Who should make the decision on whether housing should be improved in a given area, the Federal government or the City?

Other examples could be given - for example, start up grants to non-profit groups. Members of City Council are in constant touch with dozens of such groups seeking assistance and our planners work with them regularly - but we must send them to the Federal government for funds.

In a broad number of programs, responsibility for program planning and delivery should be delegated to the local level, where the municipality has the competence and experience to assume the responsibility. Metro Council has requested that responsibility for public housing be transferred to it, for example. I would suggest that the rehabilitation, neighbourhood

improvement, and land assembly programs and parts of the research and development program could be transferred in similar fashion. The Province would approve the program and transfer funds en bloc to the municipality. Program performance would be evaluated subsequently against the criteria. Other programs like lending for non-profit and cooperative housing might remain at the Provincial level, or might be assumed by the municipality as it developed more expertise.

I would suggest to you that the federal role is to develop a few broad policy guidelines (as in the medicare field) and act as a central banker and research agency. It should then block lend funds under broad programs to the Provincial Government, which would develop its own plans and priorities for housing in the context of its regional plans like Design for Development. (This is the position of Quebec under a number of NHA programs and should be equally available to all provinces).

Municipalities would continue to develop plans for housing (although the distribution aspects would have to be more sophisticated), regulate private sector activities, and would take on many of the direct public responsibilities presently exercised by the senior levels.

Finally, we must realize that a substantially greater fiscal effort is required to begin to cope with our housing problems. The Federal Government is simply not making enough capital available for urban housing and related needs. Provincial expenditures have increased dramatically in the last several years, but are still not at a sufficient level to make up the shortfall. The level of Federal funding will have to increase or the Province will have to greatly increase the funding which it makes available.

The lack of real governmental effort to attack urban housing problems can be seen in an examination of the growth in Federal housing expenditures over time. In 1958, the first year the Federal Government became seriously involved in financing housing, it provided \$384 million for new housing. That constituted 20 per cent of all funds that went into new construction. Fifteen years later, the Federal Government provided \$705 million for new construction, an increase of 84 per cent. Yet over the same period the Gross National Product tripled and total new housing expenditures almost tripled. By 1972, the share of new production accounted for by Federal funds had fallen to 13 per cent. The Federal housing budget will be increased in 1973 by more than 25 per cent - putting it back at the level it reached in 1970.

Housing must receive an increased priority in government budgets, particularly if the Federal budget must be spread further to cover not only new production but Rehabilitation, NIP and Land Assembly for new communities. And if the Federal Government will not go to the market to borrow enough money to make more loan funds available, the Province, with equally good credit, must borrow the money and lend it to us.

STATEMENT ON TRANSPORTATION
TO THE ONTARIO TRI-LEVEL CONFERENCE
BY ALDERMAN ART EGGLETON

1. Municipal Position
2. Metropolitan Toronto perspective.

May 29, 1973

1. Municipal Position

The Federal Presence in Transportation Planning

The Federal presence is now confined to the regulation of air, water and rail transportation services within Ontario. It has no significant role in the provision of public transportation on the regional scale, except for its involvement with passenger and freight rail services.

There is, however, one direct involvement of federal agencies in the financing of transportation improvements in the province. This is the protection of highway-railway intersections which includes both the signalization of crossings at grade and the construction of grade separations. It is imperative that the federal government review and update its present financial support of this type of protection. In general the present policy is inadequate with respect to federal financial support of the construction of grade separations. The formula which has existed for over twenty years does not recognize the escalation of construction costs, the need for increased rail facilities and the expansion of the highway system.

Commuter rail service is the missing link in public transportation and it has the advantageous dimension

of an inter-municipal service role. The rail rights-of-way exist and are conducive to the establishment of transportation corridors within an urban region. The establishment of commuter rail service may not necessarily interfere with regular passenger and freight operations of the two national railways.

To realize the use of existing rail lines for inter-municipal commuter transit, the federal government should endeavour to utilize this resource by amending the Railway Act and by encouraging the national railways. This project, which would have application in other major Canadian urban regions, would positively establish a meaningful federal presence in the urban transportation field.

As well, the provincial government should expand its GO commuter rail service by utilizing this resource to stimulate and direct urban settlement according to its planning policies at least initially within the Toronto region where the need appears to be most obvious.

Furthermore, both the federal and provincial governments should investigate the applications of commuter rail transit in other parts of the Province.

Transportation planning in itself requires a considerable amount of serious research and insight and must be conducted without restraint of geographical area or political jurisdiction. Clearly, transportation solutions in particular situations elsewhere in Canada should be available information for Ontario municipalities. The Federal government, through the Ministry of Transport and the Ministry of State for Urban Affairs, should undertake research in transportation planning, not only within the confines of its own houses, but it should provide sufficient funds directly to municipal governments. There would be a clear advantage to all municipal governments in Canada if local municipalities were provided with federal monies to test new transportation services and facilities.

The Provincial Presence in Transportation Planning

The Government of Ontario, in "An Urban Transportation Policy for Ontario (November 1972)", clearly expresses its desire to seek the integration of various types of transportation facilities and services (transit, roads, and parking), and to achieve the organization of these facilities on a "regional" basis. It appears the clear intent of the Government of Ontario is to adopt policies and implement programmes which blend transportation policy and land use planning into a regional focus for the development of municipalities in Ontario. No municipality

whether rural, semi-urban or urban - can deny or be impartial to the impact of a public or private transportation facility on its landscape and its land uses nor the effect that the many activities occurring within its boundaries have on the various transportation facilities serving the municipality.

The local municipality everywhere in the Province has in the past ten years come to the realization that it is not isolated from other municipalities in its vicinity and that they share some common needs and problems. Our increasing capacity to be mobile and to share experiences with other people has changed the pattern of settlement in this Province. Transportation needs have therefore become more than just the concern of one municipality, but many, and the solutions to transportation problems and the provision of facilities and services evolve in the regional or provincial arena. Inter-municipal cooperation and co-ordination would open up the possibility of using transportation systems - the commuter rail line, the intermediate capacity transit facility and the expressway - to stimulate and shape new and expanding urban communities.

The local municipality has generally relied on the provincial government for funds to construct road facilities and to conduct transportation studies. In recent years, this provincial fiscal contribution has been extended to transit facilities, deficits incurred by transit authorities,

computerized traffic control systems and innovative transportation systems. The anticipated transfer of approximately \$250 million from the provincial government to the local municipalities and agencies in the 1973 - 1974 fiscal year illustrates the magnitude of the provincial presence. The local municipalities could possibly expend an additional \$250 millions this fiscal year on the provision of public transportation facilities. Since 1971, the re-emphasis in the Province on the priorities of transportation policy planning has encouraged local municipalities to consider the provision of public transit facilities in addition to roads. The improved and expanded scheme of provincial monetary transfers for public transportation is a welcome and necessary incentive to provide a balance to the motor vehicle and the road.

Organizing Transportation Services

Transportation needs will continue to vary throughout the Province. In the rural areas, where population densities are low, there is still a strong reliance on the automobile with some requirement of "inter-city" bus and train service. In the remote parts of the Province, improved regional air facilities may satisfy requirement for travel. The expanded regional airport subsidies from the Provincial government are satisfactory provided less isolated municipalities elsewhere in the Province have the financial capability to support and maintain these facilities.

In urban and semi-urban areas, the concentration of people contributes to different transportation demands and the volume of home-work travel permit bus, intermediate transit or subway systems with varying frequencies depending upon the size of the community. As well, there is a greater demand for parking and traffic control systems in urban areas to support the transportation system. Within the most extensive urbanized parts of the Province, commuter rail services are expected to be an added element in the transportation systems.

Financial resources of governments are a major contribution to the ability to implement transportation policies, but of equal importance is the organizational structure and jurisdiction of municipal government and its power to expend money for transportation services. The local government operates with an increasing handicap of limited sources of revenue and must therefore juggle spending priorities and must rely on the senior levels of government for assistance. The municipality's dilemma may be its inability to continually satisfy demands for service within its own jurisdiction. The financial burdens for transportation systems in urban municipalities are greater because of the complexity and diversity of transportation problems in the larger cities.

The provincial government has assumed the responsibility to "organize" human settlement within five (5) planning

regions encompassing local municipalities and urban and rural areas. This provincial effort to provide broad concepts and strategies by planning region should also permit the local municipality to determine its own needs, individually or with other municipalities, within the framework of the provincial planning guidelines. However, there is always the possibility that planning and operation of transportation facilities in the local municipalities may become a futile and frustrating exercise if the provincial government maintains its position to change the planning guidelines or to preempt local plans without consultation.

THE MUNICIPAL POSITION

In order for the municipalities to plan not only its integrated transportation services, but to plan its communities in an orderly manner and to ensure that its transportation needs will be satisfied, the following principles are proposed for inter-municipal transportation planning authorities, which can be adapted in various forms to suit distinct local requirements within the Province.

Planning

- (a) Within each of the five provincial planning regions, local municipalities should share the function of transportation policy planning

within a common "commutershed".

- (b) Inter-municipal integration of transportation policy planning could occur within the jurisdiction of an already established regional municipality; between established regional municipalities; within a county or district; or by agreement between local municipalities;
- (c) The policy plans established by each inter-municipal transportation planning authority should reflect the planning guidelines established by the provincial government within each planning region;
- (d) The provincial government should directly participate in inter-municipal transportation policy planning in regards to commuter rail corridor designation; provincial highways and expressways, and regional air facilities and services, etc.

The federal government should directly participate in inter-municipal transportation policy planning in regards to commuter rail services; passenger and freight rail services; major airport location and ground transportation services, etc;

- (e) The inter-municipal transportation planning function is a political responsibility and is representative by appointments from each constituent municipal council.

2. Operations

- (a) Operation, provision and maintenance of the public transportation facilities and regulation of and integration with all other transportation facilities would be undertaken by municipal councils comprising each inter-municipal planning authority.
- (b) Financial contributions from the provincial government should be directed to the municipal council responsible for operations, maintenance and regulation of transportation services on the condition that the specific programme corresponds to planning policies established by the inter-municipal transportation planning authority.
- (c) Spending priorities and annual capital works programmes should be determined by each municipal council or groups of municipalities responsible for operations of transportation services.
- (d) The provincial government should consider the possibility of providing grants or subsidies to public and private regional bus companies to ensure a minimum level of service between municipalities.
- (e) The provincial government in conjunction with municipal governments should determine the role of taxicabs and limousines as part of the "public" transportation services between municipalities.

3. Commuter Rail

- (a) The federal government should amend the National Railway Act to provide for subsidy of commuter rail service and such other amendments as may be required to encourage the national railways to provide these services.
- (b) The provincial government should further extend its GO commuter rail service on existing rail lines in the Toronto region.
- (c) The provincial government and the federal government should investigate the application of commuter rail service in other parts of the province, in consultation with municipalities.

4. Federal Financial Participation

- (a) The federal government should provide sufficient funds, directly to municipal governments for research into transportation problems and for testing new transportation services.
- (b) The existing formula be expanded to provide that all costs, without a ceiling, of a grade separation be accepted by the Railway Transport Committee as a subsidizable expenditure at a rate of 85%.
- (c) We support provincial initiatives in seeking federal financial participation in municipal systems.

METROPOLITAN TORONTO POSITION ON TRANSPORTATION

We accept the general principles of urban transportation policy which have been recently stated by the provincial government.

We welcome the recent provincial decisions to increase the maximum subsidies for operating deficits of public transit systems; the improved financial assistance for the acquisition of transit equipment; and the assistance towards the cost of traffic control systems.

We see the introduction of the intermediate capacity transit system and the expansion of the GO commuter rail systems as critical elements in the provision of an integrated system within Metropolitan Toronto and its surrounding urbanized region. The initiative taken by the provincial government to test the intermediate capacity transit system at Exhibition Park and their determination to extend the GO commuter rail system is timely and more than welcome.

The existing provincial-municipal financial relationship is the minimum that municipalities require to proceed with their plan for the provision of transportation services.

We cannot, however, underestimate the need for political relationships between Metropolitan Toronto and its surrounding regional governments, but also between the regional governments and the provincial and federal governments.

It is important to cite the crucial role that the federal government must adopt in encouraging the two national railways to utilize existing rail facilities in the Toronto region for commuter rail services. The success of the Lakeshore GO rail system and the introduction of the Georgetown line is hope that the three levels of government can quickly proceed to further extend this service.

The fact that the commutershed extends well beyond the jurisdiction of Metropolitan Toronto into the surrounding regional government areas demands that this political fragmentation be overcome through the creation of an inter-regional agency to be responsible for overall physical and transportation planning policies. It may also be necessary to establish public transit authorities jointly with adjacent municipalities.

It is of paramount importance that the federal government be accountable for its undertakings in the field of air services including location and expansion of airports as well as ground transportation services and its rail and harbour interests in the Toronto region. Similarly, the provincial government must account for its involvement in highway programs and commuter rail and bus services. The mechanism to support multi-level political consultation at the planning stage is the inter-regional authority.

Looking ahead, we will always search for better and improved transportation facilities of all kinds. This requires extensive research, not only in theory but into the testing of various experimental modes, systems and operations. We urge the federal government to use the Toronto region as a laboratory and to contribute funds to Metropolitan Toronto and its municipal regional neighbours to support the experimentation of new ideas which would not only have a local significance but which can be applied to urban areas elsewhere in Canada.

To support our position, Metropolitan Toronto will take the initiative to invite the political representatives from the three surrounding regional governments, when they are formally established, and the provincial and federal governments to form a nucleus to develop the mechanism to formulate inter-regional transportation planning.

STATEMENT BY HON. RON BASFORD
ON URBAN TRANSPORTATION

The provincial government is to be congratulated for the initiatives it has taken with regard to increased assistance in the urban transportation field, including bus, streetcar, subway, and GO train systems, innovative dial-a-bus services, and, of course, its program to develop the new intermediate capacity transit system. There is a well-established need in a number of cities across Canada for transit systems which are intermediate in cost, as well as in capacity, to fill the gap between subways, which few cities can support, and bus systems. The linear induction propulsion and magnetic suspension system which Ontario is developing, holds great promise to do this. "

It is a logical successor to the pioneering effort of Montreal's metro subway system, with its advanced technology.

While it is recognized that the precise system which will, of course, be tailored to meet Ontario's particular needs in Toronto, Hamilton, and Ottawa, may not be chosen by any other province, the federal position is that the knowledge and experience developed through Ontario's initiative on how the three main elements (propulsion, suspension, and control), are packaged together in an operating system will benefit cities in Canada as a whole.

We believe there will be a variety of ways in which such a package can be put together to fit the needs of Canadian cities.

Generally, the federal position is that we must do what we can to further the development across Canada of appropriate solutions to our transport problems in urban areas. Probably more than one new technology can, and should, be developed, to meet the varied needs of different parts of the country, but at the same time, Canada can ill afford to pursue too many avenues at the same time. As you know, the federal government has for some time provided substantial financial support for the development of new technology transport systems, and this is a high risk business, as well as an expensive one, when one considers even a partial list of some examples. These have included:

- the turbo train,
- LRC (Light Rapid Comparable train, currently under development in Canada, with federal assistance),
- STOL

We fund research and development through TDA, and provide a range of financial support through IT and C, and contributions are made by NRC, MOSST, etc.

The fundamental fact of tri-level involvement in transport in urban areas can be illustrated when one considers commuter rail services in Canada. Through our responsibility for regulating railways and through the Canadian National Railway which is a federal Crown Corporation, the Federal Government has a primary involvement in passenger rail services. In Ontario, the Province some years ago organized what is generally accepted as probably the best example of commuter rail services in Canada when it established its GO train system serving communities East and West of Toronto - a system which has been well received, which enjoys increasing patronage, and which serves certain social goals defined by the governments of the Metropolitan Region. The Municipal level clearly has a strong interest in commuter rail services as part of their urban transportation mix.

In 1971, the Federal Government, through the Canadian Transport Commission funded 100% of the cost of a joint Federal-Ontario-Metropolitan Toronto study directed by Dr. R. Soberman. It was completed at the end of 1972 and identified for potentially interesting railway lines where new commuter rail services might be introduced.

The Province was sufficiently impressed with one of the potential services that it announced during the study its intention to extend the GO train service to Georgetown northwest of Metro Toronto. Of the remaining three lines, potential services to Richmond Hill and to Malvern are of the highest interest.

After a period for study and analysis of the results, my colleague Jean Marchand, the Minister of Transport, met with Gordon Carton, the Provincial Minister of Transportation and Communications, and Ab Campbell, Chairman of Metropolitan Toronto to discuss how the three levels of government might cooperate on the next stage.

Ontario Government's first priority for the introduction of an operational intermediate capacity transit system will be to serve the new community at North Pickering and the New Airport. Accordingly, the provision of a commuter rail service on the existing Malvern Line is now of little interest since this line closely parallels the proposed intermediate capacity transit right-of-way to North Pickering. Discussions are continuing with respect to joint action on the Richmond Hill line.

I should perhaps add that through the Canadian Transport Commission the Federal Government is currently supporting an inter-city passenger rail service between Toronto and Guelph in the amount of \$200,000. a year, on the same C.N.R. line over which the Province's Georgetown service will operate. Whether or not the Guelph service will be continued after the Georgetown service is inaugurated this Fall is a question which is now being examined by the Canadian Transport Commission. The related question of the use of rights of way for transit purposes is one which I will discuss later this morning.

In the speech from the Throne in January the Federal Government announced its intention to review in collaboration with the Provinces its policy in transportation in urban areas. In point of fact, for several months, an interdepartmental federal task force has been reviewing the present federal involvement. As a result, we have perhaps been surprised ourselves at the extent of this involvement. Including the impact which airports, ports, railway facilities and other major generators and attractors of traffic have on the total urban transport system, we estimate that federal spending on such facilities is about \$700,000,000 per year, which is comparable to the expenditure levels of the provincial and municipal governments across Canada.

The key departments which have been involved in this federal review are the Ministry of Transport, the Department of the Environment and my Ministry.

Certain broad options have been identified for further detailed examination and have been agreed by Messrs. Marchand, Davis and myself for discussion with our Cabinet colleagues. We anticipate moving into the second phase of this policy development effort and I believe that within the next few months we will be able to bring into this process the active participation of other levels of Government as promised in the speech from the Throne.

I would like to make it very clear at this Conference that this is not an intrusion of the Federal Government into a new area of urban involvement. Rather, the object of the exercise is to find the most effective way of harmonizing the legitimate activities of all three levels of government in this most important area of transportation in urban areas.

As I've stated earlier at this Conference, the federal government is delighted that the province has taken the initiative it has with respect to new and experimental intermediate capacity transit systems. Further, we are especially pleased that Ontario has chosen Ottawa as one of the three cities in which it plans to implement the system which will ultimately be developed out of the experimental work now getting underway at the Toronto CNE.

Initially, however, we were concerned that only one-half of the National Capital would be the recipient of a so-called "total transportation" system. We appreciate that it is of course somewhat of a problem for the province of Ontario to plan for the transportation needs of part of a municipal area which is entirely within the boundaries of the province of Quebec. I think, again, that this is a very clear example of one of those cases where the federal government is an absolutely essential partner in the planning and in the development of an appropriate transportation system to serve an urban area.

I dare say that in this case only the federal government has the mandate to effectively bring together the different federal, provincial, and municipal bodies in the interest of sorting this matter out to the benefit of all of the people living in the National Capital Area on both sides of the river.

Therefore, I am particularly pleased to be able to report that on Friday last the Ministers involved from both the provinces of Quebec and Ontario met together with me to work on this problem, and that in my judgement this first meeting was a very successful one. I hope the spectre of an Urban Transportation system designed to serve half that urban area is dead. Certainly there are many details which have to be and will be worked out as we continue to consult together to agree on an appropriate transportation system to serve the needs of the total capital region - but the point is, and I wish to emphasize this:

1. The three levels of government including those in each province must be committed to sorting this matter out in a coordinated partnership way,
2. The planning of the transportation needs of the people of the N.C.R. must be done on a regional basis to assure compatibility between different modes and systems of transportation

Finally, I would say that Federal Involvement in transportation in urban areas everywhere in Canada is very substantial so that the three level coordination we've been talking about at this Conference must be a cornerstone to the effective planning of urban area transport systems everywhere in Canada and no less so in the Province of Ontario.

STATEMENT BY THE HON. RON BASFORD,
MINISTER OF STATE FOR URBAN AFFAIRS
ON RAILROAD RELOCATION AND URBAN DEVELOPMENT
at the
Ontario Tri-Level Conference - May 29, 1973

The federal legislation to which this agenda item refers is now very nearly ready for introduction into the House of Commons. Mr. White referred to it briefly yesterday with a bit of a question mark. I am confident, however, that you will find it will prove in fact a very positive step which will facilitate the intergovernmental coordination of planning and implementation between all three levels of government. Such coordination, as I have repeatedly stated yesterday, is essential if we are to have the kind of urban areas we are all striving to achieve.

I propose to discuss briefly this agenda item in three parts:

- (1) a review of the Federal Grade Crossing Fund as it has existed for more than 50 years;
- (2) a review of the intent of this new legislation; and
- (3) a short description of the various parts of our proposed approach and of the extent of interest for those proposals across the country.

The Railway Grade Crossing Fund was established by amendment to the Railway Act in 1909. It was designed to give federal assistance to projects which would increase public safety and convenience at railway level crossings.

Since 1909, the fund has expended \$208,000,000.

Of this amount, \$193,000,000 has been allocated since 1955, when Parliament decided to accelerate the safety program by increasing the annual appropriation to \$5,000,000 from \$1,000,000.

Since 1966, the annual outlay for the fund has run at about \$20,000,000 a year.

Since the program of safety was accelerated in 1955, the incidence of level crossing accidents in Canada has dropped despite a dramatic increase in total motor vehicle accidents and the constant rise in vehicle registrations.

Between 1956-and 1970, the number of highway accidents involving death or injury more than doubled, to 183,000 from 76,000. Yet similar accidents at level crossings dropped to 563 from 687.

The Railway Transport Committee of the Canadian Transport Commission recommended expansions to the Fund to bring its grant provisions more in line with increased costs being experienced in the construction of modern overpasses, subways and route diversions designed to eliminate hazardous crossings and severe traffic bottlenecks.

Current maximum amounts have proven inadequate in many cases.

There were also occasions when an overpass or subway was proposed for an area of heavy traffic where a number of hazardous level crossings existed. In such situations, a railway relocation was often the most desirable and economical solution in the long run but the Act did provide for federal support for relocation. So much for background.

You may recall statements which my colleague Don Jamieson (then Minister of Transport) and I made late last year when this legislation was first announced. At that time, we stated that Parliament would be asked to approve legislation that would permit the federal government to help get rail lines out of core urban areas or re-allocate their use. Such relocation would take place in the context of specific provincial and city plans for urban improvement and rebirth.

Proposed federal amendments to the Railway Act will also more than double current federal financial aid toward making railway-highway grade crossings throughout the country safer. Provision for doubling of federal grants under the Railway Grade Crossing Fund -- and for special grants on extra-large projects -- will also contribute significantly to improved urban transportation conditions and urban environment.

This intended legislative package is an instance of federal policy in key fields, such as transportation, being directed to the best urban impact it can make.

We are thus extending the federal government's ability to assist in solving urban transportation problems, and at the same time to improve the environment of our cities.

We are ready to help move the railways out, to move the people in.

Railway relocation can be one of the keys to restoring the life of our inner cities. Therefore, federal assistance will mesh with city and provincial planning as to their own priorities and directions.

The legislation to be put before Parliament contains two broad, complementary streams. One stream is totally new, permitting the government for the first time to fund and support railway relocation in a major way. The other stream is the expansion of the Railway Grade Crossing Fund itself.

The new legislation will provide a sequence of steps to be taken by a province together with, I hope, the municipalities concerned.

A comprehensive transportation and urban planning study of the benefits and costs of alternative solutions is a prerequisite.

The Ministry of Transport and the Ministry of State for Urban Affairs are ready to financially assist the provincial governments and the cities in this balanced review of the opportunities for new transportation and urban development patterns that would precede any detailed proposal.

The detailed proposal would then be made to the Canadian Transport Commission. The CTC would have the power to order the railway companies to relocate or to operate their traffic over-shared facilities or free their lines for other uses such as transits.

The legislation will permit the federal government to take possession of railway properties. The federal government has lacked the authority to spur railway relocation even when cities and provinces demanded it because neither it, nor indeed any other level of government, had power to undertake the possession of railway land. The proposed legislation will correct that.

Of course, in many instances there will be no need to use such provisions. The railways are now sometimes leading proponents of core area railway relocation to make way for urban redevelopment in which they become deeply involved.

Once the project is approved, the federal government, through a special financial assistance program which will help in moving the railways. This program will be proposed to Parliament on the concept that the federal government will make payments equal to the savings expected to accrue to the Railway Grade Crossing Fund as a result of relocation, compared with costs of building a series of bridges or tunnels if railways stayed where they are.

The level of interest in this proposed legislation across Canada has been very gratifying. We have received correspondence from something like 60 municipalities of which more than 20 are in Ontario, who are anxious to proceed, and many have completed, or have underway, the related comprehensive studies I have referred to earlier.

The present Railway Grade Crossing Fund has provided valuable assistance for a number of years, to provide increased protection and convenience for the public at railway crossings. Increasing costs for grade separations is one of the reasons the new legislation is needed.

There are three main parts to the new legislation. One part increases the maximum grants payable from the Railway Grade Crossing Fund to \$1 million from \$500,000 for new grade separations, and to \$625,000, from \$250,000, for reconstruction of existing grade separations. A second and new part, will provide a mechanism whereby more generous federal financial contributions can be made to very expensive grade separations, subject to certain conditions, which mainly deal with the notion that all reasonable alternatives have been adequately examined.

The greatest interest, of course, has been in the aspect of this legislation which deals with actual relocation of rail lines, where such lines constitute an impediment to

desirable urban redevelopment, or alternatively, with their designation for other needed transport uses, such as commuter rail services, or as rights of way for other transport modes such as I mentioned earlier. Railway relocation and associated urban developments will cost governments money, but they will get back benefits such as higher tax revenues, better flowing traffic with less congestion, less pollution and noise, better municipal facilities and services, and more open spaces in city centres - in short - a better urban environment for people.

As some one-third of the cities which have expressed interest in this new legislation are in Ontario, my colleague Jean Marchand and I look forward to discussing with Ontario and its municipalities ways and means of ensuring maximum impact of this legislation for the cities of this Province.

NOTES ON THE ENVIRONMENT FOR
THE HONOURABLE MR. RON BASFORD.

May 28-29, 1973.

Peterborough, Ontario.

THERE ARE ALMOST NO LOCAL ENVIRONMENTAL PROBLEMS,
MOST SUCH PROBLEMS ARE INTERNATIONAL OR WORLD WIDE.

MOST SOLUTIONS TO ENVIRONMENTAL PROBLEMS ARE LOCAL
OR REGIONAL BUT ENVIRONMENTAL REGIONS FREQUENTLY CROSS
BOUNDARIES. THUS THE LAW OF THE SEA CONFERENCE, SCHEDULED
FOR 1974, WILL DISCUSS POLLUTION OF THE OCEANS SPURRED ON
BY THE EVIDENCE OF RAPID DEGRADATION IN SUCH BODIES OF
WATER AS THE CASPIAN SEA, THE MEDITERRANEAN AND LAKE ERIE.

EVERY PROVINCE AND MUNICIPALITY MAKES ITS CONTRIBUTION
TO THIS PROBLEM THROUGH WATER, AIR, OR LAND-BASED POLLUTION.
FURTHERMORE, AS POPULATIONS INCREASE THE DEMAND FOR PROTEIN
AND MINERALS INCREASES. THEREFORE WE MUST REPLACE THE DOCTRINE
OF THE FREEDOM OF THE SEAS, WITH A NEW DOCTRINE OF THE
MANAGEMENT OF THE SEAS.

CANADA HAS BEEN IN THE FOREFRONT OF THE INTERNATIONAL
DEBATE ON THOSE SUBJECTS PARTICULARLY AT THE STOCKHOLM
CONFERENCE ON THE HUMAN ENVIRONMENT LAST YEAR.

ONTARIO AND ALL THE PROVINCES HAVE AN INTEREST IN THE LAW OF THE SEA. IT IS A WORLD WIDE DEBATE, BUT AN IMPORTANT PART OF THE CURE OR CONTROL WHICH MUST RESULT LIES IN THE MUNICIPAL INFRASTRUCTURE, AS WELL AS WITHIN CERTAIN FEDERAL AREAS:

- THE POLLUTION FROM SHIPS
- THE POLLUTION FROM AIRCRAFT AND TRAINS
- FISHERIES
- MIGRATORY BIRDS
- THE CONTROL OF MANUFACTURED OR IMPORTED PRODUCTS
SUCH AS DETERGENTS OR AUTOMOBILES.

AND IN THE ENVIRONMENTAL THRUST THERE ARE AREAS OF SHARED RESPONSIBILITY SUCH AS

- THE GREAT LAKES (TWO NATIONS, TWO PROVINCES, EIGHT
STATES)
- THE OTTAWA RIVER (TWO PROVINCES)
- THE GULF OF ST. LAWRENCE (SIX PROVINCES, INCLUDING
ONTARIO)
- THE 60 MILLION TONS OF POLLUTANTS CANADIANS PUT INTO
THE AIR EACH YEAR- HALF OF IT CARBON DIOXIDE WHICH IS
"POSSIBLY" NOT HARMFUL.

FINALLY THERE IS THE VAST AREA OF LOCAL AND REGIONAL RESPONSIBILITY

- LOCAL NOISE LEVELS
- SOLID WASTE DISPOSAL AND RE-CYCLING
- INDUSTRIAL WASTES AND POLLUTANTS
- AIR POLLUTION CONTROL ENFORCEMENT

ENVIRONMENT CANADA IS DEDICATED TO THE CONSULTATION PROCESS (IT IS REPRESENTED HERE TODAY). IT IS ORGANIZED REGIONALLY- - ITS TORONTO OFFICE IS IN THE ENVIRONMENT ONTARIO BUILDING.

INSPIRED BY THE STOCKHOLM CONFERENCE IT IS PROBING THE WHOLE RANGE OF ENVIRONMENTAL PROBLEMS FROM COAST TO COAST- (WHAT YOU MIGHT CALL A CANADIAN ACTION PLAN)- FROM GENE POOLS TO RE-CYCLING AND ATTEMPTING TO FIND A PATH TO FEDERAL-PROVINCIAL ACCORDS TO DETERMINE WHO DOES WHAT.

SPECIFICALLY, THE FEDERAL GOVERNMENT IS

- PUTTING 167 MILLION DOLLARS INTO THE LOWER GREAT LAKES AGREEMENT AND IS DISCUSSING WITH ONTARIO THE EXTENSION OF THIS AGREEMENT TO ALL, OR PART OF THE UPPER LAKES.
- ENGAGED AT VARIOUS STAGES IN SIMILAR PROJECTS ON SOME DOZEN RIVER, LAKE OR DELTA SYSTEMS ACROSS CANADA.
- WORKING WITH GOVERNMENTS AND INDUSTRY ON A HOST OF ENVIRONMENTAL ASSESSMENT AND ENVIRONMENTAL DESIGN PROJECTS SUCH AS JAMES BAY; THE MACKENZIE PIPELINE; THE COME-BY-CHANCE REFINERY; LORNEVILLE

AND THE PEACE-ATHABASKA DELTA

- STUDYING FLOOD CONDITIONS ON THE GREAT LAKES, THE FRASER RIVER AND OTHERS, AND CO-OPERATING WITH THE MUNICIPAL AND PROVINCIAL GOVERNMENTS IN MANAGEMENT PROGRAMS AND DISASTER RELIEF.
- COMPLETING THE CANADA LAND INVENTORY, WHICH HAS PROVIDED THE BASIS FOR MOST OF THE LAND USE PLANNING IN CANADA.
- COLLECTING DATA, ASSESSING IT, AND RESEARCHING TO FILL THE KNOWLEDGE GAPS IN SUCH AREAS AS THE IMPACT OF AIR POLLUTION ON THE OCEANS; FISH POPULATION DYNAMICS; THE IMPACT OF JET AIRCRAFT ON THE OZONE LAYER (WHICH PROTECTS US FROM ULTRA VIOLET LIGHT); FOREST DISEASES AND PESTS, CLIMATE CHANGES; AND YOUR DAILY WEATHER FORECAST.
- COLLECTING AND DISSEMINATING INFORMATION ON AN INTERNATIONAL AND NATIONAL SCALE
- FROM THESE STUDIES, PREPARING NATIONAL OBJECTIVES AND STANDARDS FOR THE GUIDANCE OF THE PROVINCIAL AND MUNICIPAL GOVERNMENTS, AND TO FORESTALL THE POSSIBILITY OF ESTABLISHMENT OF POLLUTION HAVENS.
- OFFERING ADVICE AND ASSISTANCE TO THOSE WHO INEVITABLY MUST CONSIDER LAND USE TOGETHER WITH TRANSIT CORRIDORS AND LAND ASSEMBLY.

BECAUSE OF PRESENT KNOWLEDGE GAPS, ENVIRONMENT CANADA BASES ITS EFFORTS ON THE POLICIES OF "BEST PRACTICABLE TECHNOLOGY", "OPTIMUM SUSTAINABLE YIELD" AND "THE POLLUTER SHALL PAY".

WHEREVER A NATIONAL STANDARD IS PRODUCED IT IS DONE IN CONSULTATION WITH ALL THE PROVINCES AND WITH APPROPRIATE INDUSTRY.

CURRENTLY WE ARE ASSEMBLING INFORMATION FOR AN "ENVIRONMENTAL CONTAMINANTS ACT" AND, UNDER THE DEPARTMENT OF ENERGY, MINES AND RESOURCES, ARE ANALYSING THE ENERGY SITUATION IN CANADA (EVERY ONE OF THOSE HOUSING STARTS MEANS MORE ENERGY).

EVERY DAY THERE ARE ENVIRONMENTAL ACCIDENTS (LARGE OR SMALL) IN CANADA. ENVIRONMENT CANADA HAS SET UP AN ENVIRONMENTAL EMERGENCY CENTRE TO AID AND CO-ORDINATE THE CLEAN-UP REACTION.

ENVIRONMENT CANADA IS CLEANING UP THE FEDERAL GOVERNMENT'S OWN BACK YARD AND GUIDING ITS SISTER DEPARTMENTS, (SUCH AS THE DEPARTMENT OF REGIONAL AND ECONOMIC EXPANSION), ON SPENDING TO ACHIEVE APPROPRIATE ENVIRONMENTAL RESULTS.

THE CENTRAL MORTGAGE AND HOUSING CORPORATION, THROUGH THE ONTARIO RESEARCH FOUNDATION, IS STUDYING THE TOTAL PURIFICATION, AND THEREFORE, THE RECYCLING OF SEWAGE EFFLUENTS WITH ENERGY AS A BY-PRODUCT (CANWELL).

LAST, BUT BY NO MEANS LEAST, CANADA HAS OFFERED TO HOST THE 1976 U.N. CONFERENCE/DEMONSTRATION ON HUMAN SETTLEMENTS IN VANCOUVER AND THE GENERAL ASSEMBLY HAS ACCEPTED OUR INVITATION.

IN SUMMARY, THE FEDERAL ROLE IS INTERNATIONAL AND INTER-REGIONAL CO-ORDINATION; SCIENTIFIC AND TECHNOLOGICAL RESEARCH; THE ESTABLISHMENT OF NATIONAL STANDARDS, THE SUPPORT OF ENVIRONMENTAL ACTION; AND THE PROVISION OF SCIENTIFIC ADVICE AND ASSISTANCE.

WE NEED THE FULLEST POSSIBLE ADVICE AND CO-OPERATION OF BOTH CITIZENS AND THEIR GOVERNMENTS IF WE ARE TO WIN THROUGH ON TIME.

STATEMENT ON ENVIRONMENTAL MANAGEMENT
BY
THE HONOURABLE A.B.R. LAWRENCE
PROVINCIAL SECRETARY FOR RESOURCES DEVELOPMENT
TO THE ONTARIO TRI-LEVEL CONFERENCE
PETERBOROUGH, MAY 28 AND 29, 1973

THE ABILITY OF GOVERNMENTS TO PRESERVE THE ENVIRONMENT IS DEPENDANT ON A CLEARLY DEFINED AND CO-ORDINATED APPROACH TO MANAGING OUR AIR, WATER AND LAND RESOURCES. EACH LEVEL OF GOVERNMENT HAS A ROLE TO PLAY IN THIS REGARD. THE PROVINCE HAS ENDEAVOURED TO FORMULATE DYNAMIC AND PROGRESSIVE PROGRAMS DESIGNED TO PRESERVE AND TO ENHANCE THE ENVIRONMENT. BUT IN ORDER TO IMPLEMENT THESE PROGRAMS, THE PROVINCE REQUIRES THE CO-OPERATION OF MUNICIPALITIES AND THE FEDERAL GOVERNMENT.

IN OUR CAPACITY AS ELECTED REPRESENTATIVES WE MUST MEET THE CHALLENGE TO DESIGN AND TO IMPLEMENT OUR PROGRAMS SO AS TO AVOID DUPLICATION OF EFFORT AND UNNECESSARY EXPENDITURES.

IN HIS OPENING REMARKS YESTERDAY, MR. WHITE OUTLINED IN A GENERAL WAY, THE RESPONSIBILITY OF EACH OF THE THREE LEVELS OF GOVERNMENT IN URBAN AFFAIRS. A SIMILAR DIVISION OF RESPONSIBILITY APPLIES TO ENVIRONMENTAL MANAGEMENT.

IN OUR VIEW, THE FEDERAL GOVERNMENT HAS THE RESPONSIBILITY TO DEVELOP, ON A NATIONAL SCALE, BROAD TERMS OF REFERENCE FOR PRESERVING AND ENHANCING THE QUALITY OF OUR AIR, WATER AND LAND, AND TO ENCOURAGE CO-ORDINATED, JUDICIOUS MANAGEMENT PROGRAMS. ACCORDINGLY, FEDERAL FUNDING HAS BEEN PROVIDED IN SOME OF THESE AREAS TO ASSIST WITH THESE PROGRAMS.

THE PROVINCE OF ONTARIO HAS RECOGNIZED ITS RESPONSIBILITY TO MANAGE THE ENVIRONMENT FOR SOME TIME, AND IS CONTINUING TO PROGRESS WITH ITS AIR, WASTE AND WATER MANAGEMENT PROGRAMS. THE PROVINCE TAKES A LEADERSHIP ROLE IN PLANNING AND POLICY FORMULATION IN THESE AREAS. IN THE INTEREST OF MAINTAINING AND ENHANCING ENVIRONMENTAL POLICY, THE PROVINCE BECOMES DIRECTLY INVOLVED IN THE CONSTRUCTION AND OPERATION OF WATER SUPPLY AND POLLUTION CONTROL FACILITIES UNDER SEVERAL FUNDING AND SUBSIDY PROGRAMS.

THE MUNICIPALITIES HAVE RECOGNIZED THEIR RESPONSIBILITY FOR ENVIRONMENTAL MANAGEMENT. THEY HAVE ACTIVELY UNDERTAKEN OR ARE UNDERTAKING PROGRAMS RELATED TO PLANNING AND PUBLIC WORKS WHICH ARE DESIGNED TO EFFECT ENVIRONMENTAL IMPROVEMENTS OR TO PREVENT DETERIORATION OF THE ENVIRONMENT BY NEW GROWTH AND DEVELOPMENT. THE PROVINCIAL-MUNICIPAL LIAISON COMMITTEE, AND ITS RECENTLY ESTABLISHED SUB-COMMITTEE ON ENVIRONMENTAL MATTERS, AFFORDS US THE OPPORTUNITY FOR CO-ORDINATION OF THESE PROGRAMS.

TO BE MORE SPECIFIC, IT WOULD APPEAR THAT THE RESPONSIBILITY OF THE FEDERAL GOVERNMENT LIES IN THE CO-ORDINATION OF EFFORTS DIRECTED TO THE DETERMINATION OF CRITERIA FOR AIR QUALITY, UPON WHICH BROAD OBJECTIVES FOR APPLICATIONS IN EACH PROVINCE CAN BE BASED. ACCORDINGLY, THE PROVINCIAL RESPONSIBILITY LIES IN THE ESTABLISHMENT OF OBJECTIVES AND STANDARDS AND THE ENFORCEMENT OF AIR MANAGEMENT POLICIES WHICH REFLECT THESE BROAD NATIONAL OBJECTIVES. IN HEAVILY URBANIZED OR INDUSTRIALIZED AREAS, OR EVEN THROUGHOUT THE PROVINCE AS A WHOLE, THE PROVINCIAL GOVERNMENT COULD OPT FOR MORE STRINGENT STANDARDS DESIGNED TO MEET ITS SPECIFIC NEEDS.

THE PROVINCE IS IN THE FINAL STAGES OF DEVELOPING REGULATIONS PERTAINING TO NOISE LEVELS FROM ALL SOURCES. DISCUSSIONS CONCERNING THIS AREA HAVE ALREADY BEEN HELD WITH FEDERAL REPRESENTATIVES. IT IS ANTICIPATED THAT MODEL BY-LAWS REGARDING NUISANCE NOISE COULD BE OFFERED TO MUNICIPALITIES FOR THEIR CONSIDERATION.

MUNICIPAL PARTICIPATION IN AIR QUALITY AND NOISE PROGRAMS COULD BE INCORPORATED INTO LAND USE PLANNING PROGRAMS. THESE PROGRAMS COULD BE DESIGNED SO AS TO TAKE INTO ACCOUNT SUITABLE AMBIENT NOISE LEVELS FOR VARIOUS USES SUCH AS RESIDENTIAL, OPEN SPACE, AND INSTITUTIONAL. THIS WOULD PROVIDE VALUABLE GUIDANCE TO THE PLANNERS FOR THE LOCATION OF HIGHWAYS, INDUSTRIAL PARKS, WATER POLLUTION CONTROL PLANTS AND SIMILAR FACILITIES WHICH CAN HAVE A MARKED EFFECT ON AIR QUALITY AND AMBIENT NOISE LEVELS. SUCH AIR QUALITY OBJECTIVES AND NOISE REGULATIONS WILL ALSO BE CONSIDERED IN THE OVERALL DEVELOPMENT STRATEGY FOR THE PROVINCE, ALONG WITH THE FULL SPECTRUM OF ENVIRONMENTAL MANAGEMENT CONCERNS.

THE FINANCIAL IMPLICATIONS OF THESE PROGRAMS ARE NOT EXPECTED TO RESULT IN LARGE CAPITAL EXPENDITURES FOR ANY LEVEL OF GOVERNMENT. ON THE OTHER HAND, THE OPERATING COSTS FOR THESE PROGRAMS COULD BE QUITE SIGNIFICANT. PERHAPS THE GREATEST IMPACT OF THESE PROGRAMS, IN TERMS OF FINANCING, WILL FALL ON THE PRIVATE SECTOR. DURING THEIR DEVELOPMENT AND CONTINUING REVIEW, CAREFUL ATTENTION SHOULD BE PAID TO USER COSTS AS THEY COULD BE QUITE SIGNIFICANT. IN ORDER TO ENSURE THAT THE NEEDS OF ALL ARE MET, CONSULTATION BY ALL LEVELS OF GOVERNMENT SHOULD CONTINUE AS THESE PROGRAMS ARE DEVELOPED AND IMPLEMENTED.

SIMILARLY, THE FEDERAL RESPONSIBILITY FOR WATER QUALITY LIES IN THE CO-ORDINATION OF EFFORTS DIRECTED TO THE DETERMINATION OF CRITERIA UPON WHICH BROAD OBJECTIVES FOR APPLICATION THROUGHOUT CANADA CAN BE BASED. ITS INVOLVEMENT IN RECENT YEARS HAS EXTENDED TO CO-OPERATIVE PROGRAMS WITH THE PROVINCE IN MONITORING WATER QUALITY IN AREAS OF JOINT INTEREST SUCH AS THE BOUNDARY WATERS OF THE GREAT LAKES.

THE PROVINCE'S RESPONSIBILITY IN WATER MANAGEMENT LIES IN MATTERS RELATING TO THE USE AND QUALITY OF ALL GROUND AND SURFACE WATERS IN THE PROVINCE. IT UNDERTAKES TO MONITOR WATER QUANTITY AND QUALITY AND ENTERS INTO PROGRAMS DESIGNED TO ENHANCE AND TO PRESERVE THE PROVINCE'S WATER RESOURCES. THE PROVINCE MAY OPT FOR OBJECTIVES AND STANDARDS WHICH ARE MORE STRINGENT THAN THE BROAD NATIONAL OBJECTIVES IN ORDER TO MEET THE NEEDS OF PARTICULAR RIVER BASINS OR REGIONS.

THE PROVINCE HAS THE RESPONSIBILITY FOR THE APPROVAL AND REGULATION OF ALL WATER SUPPLY AND POLLUTION CONTROL FACILITIES, BOTH PUBLIC AND PRIVATE. RECOGNIZING THE NEED, THE PROVINCE HAS ALSO UNDERTAKEN PROGRAMS FOR THE CONSTRUCTION AND OPERATION OF WATER SUPPLY AND POLLUTION CONTROL FACILITIES UNDER FUNDING PROGRAMS WHICH INCLUDE SUBSIDIES FOR LARGE AREA WORKS TO ALLOW OVERSIZING FOR FUTURE DEVELOPMENT, AND FOR SMALL MUNICIPALITIES WHICH OTHERWISE COULD NOT AFFORD THE NEEDED FACILITIES.

LOCAL GOVERNMENT HAS RESPONSIBILITY IN THE AREA OF PUBLIC WORKS DESIGNED TO SUPPLY WATER OR TO CONTROL POLLUTION FROM MUNICIPAL SOURCES AND THE CONTROL OF PLUMBING PRACTICES UNDER PROVINCIAL REGULATIONS.

WATER MANAGEMENT PROGRAMS REQUIRE CONSIDERABLE CAPITAL EXPENDITURES. FOR EXAMPLE, IN ONTARIO IT IS ANTICIPATED THAT DURING THE NEXT FIVE YEARS EXPENDITURES OF SOME 700 MILLION DOLLARS WILL BE REQUIRED TO KEEP PACE WITH THE REQUIREMENTS FOR MUNICIPAL SEWAGE COLLECTION AND TREATMENT SYSTEMS ALONE. THESE FACILITIES, WHILE NOT SPECIFICALLY DESIGNED TO OPEN UP NEW LAND FOR DEVELOPMENT, WILL BE SIZED TO ACCOMMODATE ADDITIONAL GROWTH IN EXISTING COMMUNITIES. IF THE THREE LEVELS OF GOVERNMENT ARE TO PROVIDE ADDITIONAL SERVICES TO OPEN UP A SURPLUS OF LAND FOR DEVELOPMENT PURPOSES, EVEN GREATER CAPITAL EXPENDITURES COULD BE REQUIRED. TO MEET THIS NEED IN THE LOWER GREAT LAKES, THE FEDERAL AND PROVINCIAL GOVERNMENTS HAVE ASSURED THE AVAILABILITY OF FUNDS FOR MUNICIPAL SEWAGE WORKS EXPENDITURES AS THEY EMERGE DURING THE PERIOD 1971-1975, UNDER THE TERMS OF THE CANADA-ONTARIO AGREEMENT ON GREAT LAKES WATER QUALITY.

WITH RESPECT TO WASTE MANAGEMENT, IT IS OUR VIEW THAT THE FEDERAL ROLE SHOULD GENERALLY BE SUPPORTIVE OF AND COMPLEMENTARY TO PROVINCIAL AND LOCAL PROGRAMS. IT IS ANTICIPATED THAT FUNDING MAY BE REQUIRED FOR RESEARCH AND DEVELOPMENT STUDIES EXPLORING NEW WAYS AND MEANS OF COPING WITH THE OUTPUT OF REFUSE FROM ALL SOURCES. MUNICIPALITIES ARE FACED WITH AN ALARMING RATE OF INCREASE IN SOLID WASTE.

IN ONTARIO, THE MINISTRY OF THE ENVIRONMENT IS RESPONSIBLE FOR THE CERTIFICATION AND INSPECTION OF DISPOSAL SITES, TRANSFER STATIONS, INCINERATORS AND COLLECTION AND TRANSPORT VEHICLES. PLANNING STUDIES RELATED TO THE ESTABLISHMENT OF ADEQUATE SOLID WASTE HANDLING SYSTEMS ARE PERFORMED AND PROMOTED THROUGH GRANTS TO MUNICIPALITIES.

TO HELP REDUCE THE AMOUNT OF WASTE GENERATED AND TO ENCOURAGE REUSE AND RECLAMATION, THE GOVERNMENT HAS ESTABLISHED A TASK FORCE ON SOLID WASTE ON WHICH THE MUNICIPAL LIAISON COMMITTEE IS REPRESENTED.

THE MUNICIPALITIES ARE MOST DIRECTLY INVOLVED WITH THIS AREA OF ENVIRONMENTAL MANAGEMENT. IT IS THE RESPONSIBILITY OF LOCAL GOVERNMENT TO EFFECT THE COLLECTION AND DISPOSAL OF DOMESTIC WASTES. IN ADDRESSING THIS PROBLEM AND ITS ATTENDANT FINANCIAL IMPLICATIONS, IT APPEARS THAT TRI-LEVEL PARTICIPATION IN THE DESIGN AND DEVELOPMENT OF AN EXPERIMENTAL RECLAMATION PLANT IS THE BEST APPROACH. ONTARIO HAS INCLUDED \$200,000 IN ITS RECENT BUDGET FOR THE INITIATION OF THE DESIGN OF AN EXPERIMENTAL SEPARATION AND RECLAMATION PLANT. IN OUR VIEW, THE DESIGN AND OPERATION OF SUCH A PLANT CAN BEST BE ACHIEVED BY THE JOINT EFFORTS OF THREE LEVELS OF GOVERNMENT.

IN THE SPEECH FROM THE THRONE, REFERENCE WAS MADE TO THE INITIATION OF A PROGRAM TO ASSESS THE ENVIRONMENTAL IMPACT OF MAJOR PROJECTS UNDERTAKEN IN THE PROVINCE. THIS PROGRAM WILL CONCERN ITSELF WITH PROVINCIAL PROJECTS AND WITH ACTIVITIES IN THE PRIVATE SECTOR WHICH HAVE COMPARABLE ENVIRONMENTAL IMPLICATIONS. A SIMILAR PROGRAM IS BEING DEVELOPED BY THE FEDERAL GOVERNMENT TO INVESTIGATE THE ENVIRONMENTAL IMPACT OF ITS PROJECTS. IT IS ANTICIPATED THAT THROUGH THESE PROGRAMS WE WILL BE ABLE TO EVALUATE MORE FULLY AND APPRECIATE THE CONSEQUENCES OF ALL TYPES OF ACTIVITY IN THE NATURAL ENVIRONMENT. UP UNTIL NOW, A GREAT DEAL OF OUR EFFORT HAS BEEN DIRECTED TO CORRECTING PROBLEMS. THROUGH PROGRAMS SUCH AS THIS WE HOPE TO PREDICT THE CONSEQUENCES OF OUR ACTIONS ON THE ENVIRONMENT AND TO AVOID THE PROBLEMS BEFORE THEY OCCUR.

IN THE PAST FEW YEARS THE PROVINCE HAS OUTLINED THE BASIS OF AN URBAN AND REGIONAL PLANNING AND DEVELOPMENT STRATEGY. THE DESIGN FOR DEVELOPMENT PROGRAM IS THE MECHANISM FOR THE ELABORATION OF THIS STRATEGY AND THE CO-ORDINATION OF LAND-USE POLICY, LAND-USE HAS FUNDAMENTAL ENVIRONMENTAL IMPLICATIONS FOR EACH OF THE MANAGEMENT PROGRAMS DISCUSSED HERE TODAY.

IT IS ANTICIPATED THAT ENVIRONMENTAL CONCERNS AND OBJECTIVES WILL BE INTRODUCED AT ALL LEVELS IN THE HIERARCHY OF PROVINCIAL, REGIONAL AND LOCAL PLANS ENVISAGED IN THIS STRATEGY. THE KEY ISSUES ARE THE DESIGNATION OF GROWTH CENTRES, ESTABLISHMENT OF POPULATION TARGETS AND RATES OF GROWTH, IDENTIFICATION OF APPROPRIATE RESOURCE DEVELOPMENT, ECONOMIC, ENVIRONMENTAL QUALITY, CONSERVATION AND RECREATION OBJECTIVES AND TRANSPORTATION AND UTILITY PROGRAMS. ALL OF THESE ARE PERTINENT TO THE DEVELOPMENT OF APPROPRIATE LAND USE PATTERNS.

THIS STRATEGY NOT ONLY PROVIDES THE ENVIRONMENTAL MANAGERS WITH THE OPPORTUNITY TO PARTICIPATE FULLY IN THE DEVELOPMENT OF THE PLANS, BUT ALSO PROVIDES THEM WITH THE BASIC FRAMEWORK WITHIN WHICH TO SET THEIR PRIORITIES AND DIRECT THEIR PROGRAMS. IT CAN ALSO AFFORD THEM THE OPPORTUNITY TO EXPLORE NEW METHODS AND TECHNIQUES FOR THE HANDLING OF WASTES AND THE DISPOSAL OF STORM DRAINAGE. AN EXAMPLE OF THIS IS THE NORTH PICKERING COMMUNITY DEVELOPMENT PROJECT WHERE TERMS OF REFERENCE FOR STUDIES INCLUDE THE INVESTIGATION OF NEW METHODS AND TECHNIQUES WHICH MIGHT BE EMPLOYED IN THE PROVISION OF SERVICES TO THE COMMUNITY.

SIMILARLY, ALL LEVELS OF GOVERNMENT WILL BE ABLE TO ASSESS AND TO CO-ORDINATE THEIR PRIORITIES AND PROGRAMS WITHIN THE SCOPE OF THIS STRATEGY. THIS COULD BE ESPECIALLY USEFUL FOR THE FEDERAL-PROVINCIAL LAND ASSEMBLY AND ALL TRANSPORTATION AND SERVICING PROGRAMS.

THE ENVIRONMENTAL MANAGERS AT THE PROVINCIAL LEVEL HAVE PARTICIPATED FOR SOME TIME IN THE DEVELOPMENT OF THE PROVINCE'S URBAN AND REGIONAL DEVELOPMENT STRATEGY. WE LOOK FORWARD TO A CONTINUING INPUT AND BENEFIT FROM THIS STRATEGY WHICH WILL EVENTUALLY RESULT IN A TOTAL LAND-USE PLAN FOR THE PROVINCE AND MUNICIPALITIES. WITHIN THIS FRAMEWORK ALL LEVELS OF GOVERNMENT WILL BE ABLE TO CO-ORDINATE THEIR RESPECTIVE POLICIES AND PROGRAMS.

CONCERN FOR THE NATURAL ENVIRONMENT IS MANIFEST THROUGHOUT THE WORLD TODAY. GENERALLY, THIS CONCERN IS RECOGNIZED BY ALL LEVELS OF GOVERNMENT. THE PROVINCE OF ONTARIO ACCEPTS ITS RESPONSIBILITY FOR THE MAINTENANCE AND ENHANCEMENT OF THE QUALITY OF OUR ENVIRONMENT. IT IS CONTINUING TO DIRECT ITS PROGRAMS TOWARD THE ATTAINMENT OF ENVIRONMENTAL OBJECTIVES WHILE, AT THE SAME TIME, PURSUING CONSISTENT TRANSPORTATION, URBAN AND REGIONAL DEVELOPMENT AND RESOURCES DEVELOPMENT POLICIES. IT IS ESSENTIAL THAT THE THREE LEVELS OF GOVERNMENT CONTINUE TO CO-ORDINATE THEIR RESPECTIVE PROGRAMS AND RESOURCES IN ORDER TO REALIZE THESE ENVIRONMENTAL MANAGEMENT OBJECTIVES.

ENVIRONMENTAL MANAGEMENT

Mr. Chairman and delegates to this Tri-Level Conference:

In speaking to you today, I am reminded that within recent years the changing face of the nation has drastically altered the framework and relationship of Governments. Where once the jurisdictions and responsibilities of the various levels of Government were clear cut and separate, today they overlap and complicate what was once a basically simple system. Thus, government at every level has found it necessary to adapt itself, and to build into its operation a type of permanent flexibility which can make it more readily responsive to modern needs. Whether we like it or not, we are into the age of multi-government whose effectiveness is no stronger than the lines of communication and coordination which links its several members.

The citizens of the Province of Ontario were well pleased when the Federal and Provincial Governments were successful in concluding an agreement in August 1971 to give high priority to the protection of water quality in the whole of the Great Lakes System and then for the Federal Government in co-operation with the Government of the United States and Ontario and the Governors of the eight States of the United States bordering the Great Lakes

to finalize on April 15, 1972 a joint International Agreement between Canada and the United States. An important provision of the agreement is especially applicable to Lake Huron and Lake Superior to control sources of pollution before problems arise and to maintain existing levels of purity.

With the time at our disposal, we can barely touch on the many problems which concern our Governments and our people and so to-day I would like to zero in on Water Management from two very serious aspects of water pollution.

FIRST-THERMAL POLLUTION-ITS EFFECTS ON WATER QUALITY

Discharge of heated wastewaters poses one of the most difficult problems in water pollution control today. We are really just becoming aware of the complexities and hazards involved.

Thermal changes in the aquatic environment occur as natural phenomena but man's activities can result in rapid and massive changes in surface water temperature that can be extremely damaging. The magnitude of the problem can only increase placing new emphasis on the need for water quality management. The many electric power plants being built throughout the Great Lakes Basin will have a key role to play in controlling temperature hazards with regard to the aquatic environment.

Thermal pollution can be defined as man-caused deleterious changes in the normal temperature of water. Waste heat must be managed effectively along with other wastes if a pleasant and productive water environment is to be preserved.

Thermal pollution results when industries use great quantities of water for cooling or condensing and return the heated by-product to the waterways.

Power production inherently involves the disposal of tremendous amounts of heat. The energy from fossil or nuclear fuel not converted into electric energy goes mostly into cooling water which circulates through heat exchangers. For each kilowatt hour of energy produced in a modern highly efficient cost fired plant, about 6,000 B.T.U.'s or about two-thirds of the total, is waste heat, most of which must be dissipated to cooling water in heat exchangers. Nuclear plants are less efficient because of safety needs for lower throttle steam temperatures and pressures.

Because thermal pollution is closely associated with electric power production, our best single index of increase in thermal pollution at present is the increase in the production of electricity. New technology, economic expansion, increasing standards of living and growing population all increase our per capita and aggregate use of electric power.

We must control waste heat if present and future uses of our aquatic resources are to be protected. Condenser discharges are often 10° to 20° F., warmer than the receiving water, while a mere 3° or 4° F. temperature change can have serious consequences to the biota under certain conditions.

The ecological balance can sometimes be upset by small changes in water temperature, with far reaching effects. For example, a fish hatch might occur so early in the spring that the fishes natural food organisms would be unavailable.

A stream receiving wastes from cities and industries does more than just carry it away. It assimilates organic matter through biochemical conversion. This process speeds up until the temperature reaches a given point then slows down at higher temperatures. The assimilation of organic wastes further depletes the diminishing dissolved oxygen supply.

The value of water for drinking, recreational and industrial use usually decreases at higher water temperatures. Higher temperature waters which contain organic nutrients may promote the development of slime or nuisance aquatic weeds, which tend to thrive in warmer waters. When these aquatic plants die, taste and odour problems in drinking water sources may result.

Will the added incentive of water quality standards, proposed laws, administrative regulations and public pressures, control of thermal pollution will have to be more refined and more frequently used. On the whole, measures for control have not kept pace with the increased power production and attendant thermal pollution.

Research into methods of reducing thermal pollution could perhaps fit into the following categories:

1. Improvement of waste heat in the aquatic environment
2. Improved efficiency of thermal electric plants
3. Utilization of waste heat
4. Disposal of waste heat to the atmosphere
5. New methods of electric power generation.

Ladies and Gentlemen, research is vital to the control of thermal pollution. But research cannot be, and is not, a substitute for action to control thermal pollution today. Control requires action supplemented by research to fill the gaps in our knowledge of the causes and of economical solutions to the problem.

More research will be required before we fully understand the complex nature of thermal pollution. But we cannot afford the luxury of waiting for "perfect knowledge" to act to limit damage from Thermal Pollution

to our aquatic resources. The next 5 to 10 years will be critical to the future of these resources because of the staggering increases in electric power generation and industrial development in general.

The Federal and Provincial Governments must enforce water quality standards and provide technical and financial assistance for their implementation.

SECOND-SEWAGE TREATMENT AND NUTRIENT REMOVAL IN THE GREAT LAKES SYSTEM

1. SEWAGE TREATMENT AND NUTRIENT REMOVAL

Municipalities in Ontario support the principle of cleaning up the Great Lakes and tributary waters. The great bulk of this very considerable cost is being borne by the municipalities. There is a concern that the costly program seems to be much further advanced in Ontario, than in the States bordering on the Great Lakes. This raises the question as to whether there is really a significant cost-benefit factor in the Ontario program in default of a program to remedy the larger problems on the other side of the lakes.

2. EFFECTS OF HIGH WATER LEVELS IN THE GREAT LAKES SYSTEM

It is recognized that significant control of water levels in the Great Lakes System is probably not practical. It would therefore seem that there should be a plan and a system of zoning or similar controls on development of shore properties

which may be adversely affected by future water levels. The imposition of such controls and the removal of structures and acquisition of lands would clearly be beyond the resources of a municipality and should be a matter of Provincial and National concern.

B. SEWAGES WORKS -- FINANCING AND APPROVALS

1. AVAILABILITY OF FUNDS

Municipalities must submit five year capital forecasts and good financial management calls for even longer range planning. The construction of sewerage projects is staged or phased over several years. Capital financing, under Section 6-B of the National Housing Act, is an important factor in such financing. Under present policies it is not possible to obtain a commitment or assurance of funding for a total extended project. It is therefore desirable that there be a procedure, whereby a project, after being accepted for issuance of a partial loan in the current calendar year, will automatically qualify to have the balance funded in the succeeding year or years, as a prior commitment against funds available from the Federal Government in those years.

2. EXTENSION OF LOAN PROGRAM

The program under Section 6-B of the National Housing Act whereby municipalities may borrow funds for designated sewerage projects applies to works completed prior to March 31st, 1975. Since municipalities must plan both construction and financing of major projects several years in advance, it would be most desirable that the legislation be extended at a very early date, and well in advance of the expiry date. It is recommended that such extension be to at least March 31st, 1980.

C. AIR POLLUTION

1. EMISSIONS FROM AUTOMOBILE ENGINES

In view of the more rapid depletion of energy resources and the increased capital and operating costs, there is concern as to whether the proposed severe emission standards for automobile engines are really required in all, or indeed, any part of Ontario. These costs are going to be an increasing burden to the people of Ontario and may well restrict the freedom of movement of many people without any significant improvement to the environment

D. RECYCLING OF SOLID WASTES

1. RESEARCH AND ESTABLISHMENT OF RECYCLING DEPOTS
AND MARKETING PROCEDURES

Many municipalities are under pressure to establish expensive recycling processes where there is no evidence of reliable markets for the reclaimed products or of economic feasibility. It is urged that the Federal and/or Provincial Governments carry out full scale research and pilot projects to establish the best recycling procedures and to establish regional depots to purchase and market reclaimed materials.

1. Environmental Management

a) Water Pollution Control

In the past twenty years, the Metropolitan Corporation has progressively implemented its plan for water pollution control or sewage treatment and disposal. The system is nearing completion, but it is constantly being improved. Approximately 250 million gallons of effluent from houses and industry are treated daily. Underway are programs to remove 90% of the phosphorus, a major pollutant, from incoming waste water; control of odours at the three Metropolitan Sewage Treatment plants; and to completely separate storm drainage from the sanitary sewage system in the City of Toronto.

Metropolitan Toronto has been the forerunner in controlling the discharge of domestic and industrial wastes in its streams and rivers and has made its contribution to the cleansing of Lake Ontario, our Great Lake.

b) Environmental Impact

It is becoming increasingly apparent that all levels of government as well as private interests should be compelled through provincial legislation to measure the impact of every project on the physical environment before making final decisions. In this way, we can reduce the destruction of our precious natural resources.

c) Refuse Disposal

One of the current concerns of the Metropolitan Corporation is the impending difficulties in disposing of refuse generated from the six area municipalities. Since 1967, Metropolitan Toronto has been responsible for this function, and last year approximately 1.5 million tons of refuse was generated within our boundaries. Roughly 70% of this total was disposed in land fill sites with the remainder incinerated. A small portion was recycled. The total cost to the taxpayers is \$7.5 million.

2. The scale of the operation of disposing of refuse was recently brought to the awareness of metropolitan residents when labour disagreements resulted in a temporary halt and consequent emerging storage of refuse. Our parks and streets were soon bulged and perfumed with the reminder that we produce refuse at an ever-increasing and alarming rate.

The landfill operation has had interesting side-effects such as the planned conversion of two large sites in Scarborough to ski slopes. The adjacent Pickering municipality has by agreement with Metro used the Scarborough site for its refuse disposal as well.

3. We recognize that environmental concern for impact of landfill site locations and possible economies of re-cycling or

energy conservation dictate that more experimentation should be aired out to seek alternatives to landfill operations. There is great pressure on municipalities to innovate in this area such as the City of Hamilton with its plant but we are pleased that the Ministry of Natural Resources and the Ministry of the Environment be jointly considering at the urging of Metro Council to enlarge and hasten projects to find alternatives to landfill operations for the reasons stated.

4. The results of these projects naturally can have province-wide and federal application.

In summary, because of the scale and immediacy of the problem of waste disposal in Metropolitan Toronto, we urge the Provincial- Federal government to use the Toronto region as a laboratory in coming to grips with this problem.

A SOLUTION FOR GARBAGE DISPOSAL

In light of the recent controversy in the Townships of Pickering and Hope concerning the disposition of Metro Toronto's garbage, may I offer what I believe is a positive approach to the problem.

Garbage can no longer be considered a waste product. It must be looked upon as a resource and as such we must no longer tolerate the old fashioned methods of disposal which include open dump burning, incineration and sanitary landfill, all of which are costly, polluting and add to the deterioration of the environment. The reluctance of towns and townships to allow C.P. to sweep the garbage of Metro Toronto under the carpet of green in or near their municipality is quite understandable and may in fact be a blessing in disguise. It points out the need for politicians at all levels of government to realize the need to meet this challenge with creative imagination and use technological know-how to give back to the earth, in an acceptable form, the resources taken out of the sea, the land surface and the bowels of the earth. Technology gave birth to the problem of pollution; it must also provide the solution to these problems.

We must accept the fact that garbage can no longer be deemed solely a local or municipal problem. It is indeed a national problem worthy of the attention of the Ministry of Natural Resources and the Ministry of the Environment. It should be handled by a Crown Corporation with a view to eliminate the fragmented and costly approach of handling garbage in the rapidly urbanizing areas of the Province.

Within the Toronto Centred Region a model program for garbage and sewage sludge disposal can be initiated immediately and prove that "Economy of Scale" so often mentioned by government officials can be

put to the test in the most crucial and vital area of resource management and environmental control.

I respectfully make the following suggestions for your consideration.

1. Convene a meeting of the Provincial and Federal representatives from the Ministry of Natural Resources and the Ministry of the Environment to deal with problems of waste management.
2. Consider the possibility of creating a Crown Corporation which would be responsible for the collection, transport, mechanical separation, shredding, re-cycling and composting of societies waste products.
3. On a 50 to 100 square mile area of Crown owned lands, establish a Provincial Environmental Centre as the operations site where all material will be prepared for re-cycling and composting.
4. Encourage the Federal Government to build suitable compaction railway cars for the transport of all waste materials from our cities and towns, including sewage sludge to the Environmental Centre. Railway sidings should be located in appropriate places as collection points.
5. In recruiting the labour force for the Environmental Centre consideration should be given to allow minimum security prisoners to volunteer as environmental workers on the project at full rates of pay.
6. The Crown Corporation could market the re-usable materials. It could make available to the government crushed glass for road-

building. Other waste shredded and composted with a mixture of sludge could be saleable product or used for reforestration and agricultural purposes. Cities like Sudbury could benefit by such a scheme.

Our concern for phosphate deficiency in our soil and the damaging effect of too much phosphate in our waterways could be partially alleviated by good resource management. A proper waste management program will solve many problems, enrich our soil, creatively conserve our resources, protect our waterways and give the air a sweeter, healthier odour.

Our cities must put a stop to sweeping their garbage under the carpet or green of their rural neighbours and start now through creative conservation to turn this liability into an asset.

M. Wladyka, Mayor
Town of Port Hope

My Fellow Co-Chairmen,
My Municipal Colleagues,
Ladies and Gentlemen.

As we reach the end of this Conference, I think that it is important to record not only our positions and impressions but attempt to document the progress which has been achieved.

Before I do so however, I would wish on behalf of the Municipal delegation to record our very real appreciation to John White, who has worked diligently at making the Provincial-Municipal Liaison Committee an important instrument of intergovernmental relations in this Province. Without people of his forthrightness in the political process, who are willing to be creative and attempt to forge new, and at times innovative concepts into the democratic process, to keep pace with the dynamic society which is ours today, democracy would become stilted and open to attack by those who would rather work outside of the system in a dangerous and destructive manner.

Ron Basford is the Minister of State for Urban Affairs. His responsibilities encompass a portfolio born out of an innovative action by the Federal Government to produce a Federal presence and initiative to meet the challenges posed by a society in transition from

the comfortable rural setting to a highly complex urban one. In all of his activities he has sought to reassure the Provinces that the Federal presence will not abridge their constitutional position but that, it is important to use the massive revenue-raising capacity of the Federal Government to assist the Provinces and the Municipalities in meeting the needs of Canadians as society shifts more and more of its responsibilities to government. He has undertaken that job with sensitivity and a deliberateness that wins him the respect and admiration of this delegation.

Both of these men know however, that the work they do will inevitably lead to dramatic and fundamental changes in our system of Government in Canada, and I am perfectly certain that in the fullness of time they are both prepared to join hands and be clearly identified with the insistent demands of Municipalities in this Province and across the Nation for a radically different relationship with the Federal Government and the Provinces based on a redefinition of the roles and responsibilities of the three levels of government, and the revenues and tax resources which must be available to each of them if they are to undertake their responsibilities as mature political participants in a young and

vigorous country which has the opportunity to produce a sensitive and accountable system of government which could well become the hallmark of government in the world. That is the level of importance we assign to the tri-level process.

More specifically to the items we have discussed these last two days. The Municipal delegation has spoken of the need for an escalation in the level of consultation necessary in the designing of the Province's plans for regional development. It has used as its rationale the undeniable responsibility it has for the well being of the citizens who reside in our community. It has been acknowledged by both the Province and the Federal Government that the planning process is one which must be community-based and respond to the wishes of the people who live in those communities. We acknowledge the Province's responsibility to set out the broad planning guide lines as they have sought to do in the proposal for five planning regions in Ontario. When those regions are established we seek from the Province an undertaking that they will be used by all departments of the Provincial Government as a basis for their own responsibilities. We seek from the Federal Government the assurance that they will respect those boundaries for Federal input into matters of Provincial and Municipal jurisdiction.

On the theme of consultation you will recall the suggestion that the Federal government have a political presence on a quarterly basis as participants in the PMLC meetings. In this context we would like to suggest that those meetings be scheduled as one day meetings and have a single topic on the Agenda for discussion. In that way we believe greatest progress can be made in arriving at solid conclusions.

In the field of housing we share a common purpose - the provision of adequate housing at cost within the reach of Canadians at various levels within our society. We acknowledge the responsibility that municipalities have to facilitate the provision of housing for the people of Ontario. When however we do so, we point out to both the Province and the Federal Government that our financial situation in the cities and regions of this Province cannot be compared to the capacity of the Province or the Federal Government and it is imperative that if they seriously mean what they say in relation to this question, they cannot hide behind the suggestion that finance can be divorced from a discussion on a comprehensive attack on housing problem in this Province. We respond favourably to the Federal proposal to participate in an inventory of public lands which might be considered for an accelerated housing programme in Ontario, and congratulate them on the initiative undertaken again in this field. We strongly recommend to the Province a serious analysis of the proposal although we understand the Province's

express desire to have far greater say within the Province in setting its own priorities in housing.

In Transportation we have attempted to set up as clearly as we can a municipal philosophy which defines the roles and responsibilities for each level of Government, and which we hope can lead to a resolution of the well understood problems which are part and partial of the desires of the people of Ontario for greater mobility.

We welcome the indication that the Federal Government will move soon to amend the Grade Crossing arrangements, and as indicated this morning the Railway Relocation Programme is of major importance to the municipalities. We trust that the Minister will take to heart our concern expressed at this mornings session.

On the question of Environmental Management we have attempted to identify not only the problems which are well enunciated with respect to solid waste, air pollution and sewage operations but, we have attempted to alert you to the future problems of thermal pollution. We have spoken of the Great Lakes Agreement as being an example of a programme initiated by the Federal and Provincial Governments without Municipal involvement but, which demands a major portion of the capital resources of the lakefront municipalities as being the kind of programme which we frankly find most disturbing. It would not have been difficult to involve municipalities in that decision making process.

I would like on behalf of the Municipal delegation to extend my sincere thanks to the Resource staff from Metro, and the other municipalities who have assisted us in formulating and finalizing our position. Without them it would have been impossible to provide responsible municipal input into this meeting. To the Administrative staff of all three Governments who have worked together as a tremendous team, and at great personal effort, we salute them, and thank them most sincerely.

In conclusion Mr. Chairman, we believe the Conference has been important and that it has allowed us to register our concerns in a public manner and we are grateful to the media who have attended and have attempted to enunciate the relevance of local government involvement in the decision-making process so that we might be understood by the people of Ontario who have a unique and valid opportunity to serve them.

Thank you

RECORD OF THE
CONCLUDING REMARKS
OF THE HON. RON BASFORD,
MINISTER OF STATE FOR URBAN AFFAIRS,
AT THE FIRST ONTARIO TRI-LEVEL
CONFERENCE

We have just been through an intense two-day exercise in tri-level consultations on Ontario urban problems, the first of its kind in this Province and in this country.

We have at times wandered into issues of a constitutional and fiscal nature for which a forum such as this is neither productive or appropriate. I came here, for my part, to deal with concrete policy issues and problem areas, the resolution of which is urgently needed for the well being of the urban citizens of Ontario. On balance, I think that we have made progress, albeit, at a slow pace, which is maybe inevitable at a first meeting and in such a complex field.

On our first agenda item, Ontario and the municipalities proposed a continuing consultation mechanism through an Ontario-wide Federal-Provincial-Municipal Liaison Committee. I am glad to accept that suggestion for an initial period, which will give all of us a chance to assess its real worth.

I have also suggested, and I look forward to reactions to this, the creation of a similar group for the Central Ontario Region, where the urban problems of this Province are fiercest and where concerted action is particularly essential.

On the housing issue, the urgency of which was universally recognized, I made some specific action proposals which could be acted upon now. Let me summarize them briefly.

I urged that we not lose sight of the immediate short-term problem of land supply for housing.

I suggested that all three governments review their inventory of land to see to what extent such land could be quickly developed for housing. There was agreement on this.

I also urged that there be

- an immediate program of land acquisition and servicing, using the provisions of the NHA, by the province or by municipalities designated by the province.
- an acceleration of public land assembly projects already underway, particularly Malvern.

And, I indicated that I was prepared to consider ways and means under the Sewage Treatment Loan Program of assisting municipalities to accelerate the installation of trunk services.

We also discussed the problem of providing enough good housing in Ontario for people of low income. I think both the federal and provincial governments recognize the problem for municipalities of this kind of housing. We, on our side, know that we need the support of municipal governments if we are to provide this housing.

I noted that housing assistance was an integral part of social policy in Canada. I also suggested that we did not need to wait for the longer term federal-provincial examination of social security, to look for better, more flexible means of delivering housing assistance under the Housing Act. I said we should begin to look at the possibility of more generalized shelter allowances in Ontario. I outlined what I consider to be a significant possibility for greater choice, and flexibility under the Housing Act.

Finally, I was pleased to have this opportunity to explain how we see Land Assembly, Public Housing, Neighbourhood Improvement and Rehabilitation programs operating in Ontario.

Effective administration would be at the provincial and municipal level, under federal-provincial operating agreements. I hope we can move quickly to develop these operating agreements.

I found the discussion of urban transportation quite useful. The mechanisms which I mentioned earlier should be able to follow through on the points that were made and again generate action and solutions at an early time. I stand committed to a concerted attack on urban transportation problems; the federal policies now being developed, and particularly our proposals for rail relocation will effectively complement provincial and municipal policies in that respect.

The same can be said of environmental matters. The federal government is moving strongly in its areas of concern in that matter. New approaches are being developed, which I discussed, on sewer assistance, solid waste disposal, water and other pollution problems. Again, I hope that these federal policies will be well received and acted upon quickly.

I come out of these two days of discussion, then, with a sense of impatient satisfaction. Impatience because we have yet resolved little of a concrete nature in the face of great urgency and needs. Satisfaction because we have jointly taken the critical first step of airing these issues among all the governments concerned, and publicly at that.

It now remains for all of us to act quickly and decisively on these issues, and to continue - indeed enhance - this essential process of tri-level consultation which I initiated last year in Toronto. I, for one, will most certainly move as forcefully as I can on these two fronts.

CONCLUDING REMARKS BY THE HONOURABLE JOHN WHITE
TO THE ONTARIO TRI-LEVEL CONFERENCE AT PETERBOROUGH
ON MAY 28-29, 1973.

AS HOST TO THIS FIRST ONTARIO TRI-LEVEL CONFERENCE, I
SHOULD LIKE TO EXPRESS MY PERSONAL THANKS TO THE DELEGATES
AND OBSERVERS FOR THE ATMOSPHERE OF CONGENIALITY AND
FRANKNESS IN WHICH THIS CONFERENCE HAS BEEN CONDUCTED.
IN THE LAST FEW DAYS WE HAVE DISCUSSED OUR RESPECTIVE
ACTIVITIES AND PERSPECTIVES REGARDING COMMUNITY-ORIENTED
POLICIES AND PROGRAMS, PARTICULARLY HOUSING, TRANSPORTATION
AND THE ENVIRONMENT WHICH HAVE SERVED AS OUR THEMES IN
PETERBOROUGH. THIS HAS BEEN CONSTRUCTIVE AND HELPFUL.

WHILE EACH LEVEL OF GOVERNMENT HAS RESPONSIBILITIES
RELATED TO URBAN DEVELOPMENT, WE MUST DELINEATE MORE
CLEARLY THE RESPONSIBILITIES OF EACH LEVEL OF GOVERNMENT.
THIS MEETING HAS BEEN A GOOD FIRST STEP IN THAT DIRECTION
AND IN THE CONSULTATION PROCESS GENERALLY.

IN PARTICULAR, I AM CONVINCED THAT THIS CONFERENCE
HAS DEMONSTRATED THE POTENTIAL OF THE DEVELOPING PROVINCIAL-
MUNICIPAL PARTNERSHIP IN THIS PROVINCE, AND SPECIFICALLY THE
GROWING SUCCESS OF THE PROVINCIAL-MUNICIPAL LIAISON COMMITTEE.

IT IS EVIDENT THAT THE PROVINCIAL-MUNICIPAL REVIEW OF THE RESPONSIBILITIES OF LOCAL GOVERNMENT IN ONTARIO IS ALL THE MORE IMPORTANT IN LIGHT OF THE DISCUSSION OF THE PAST FEW DAYS. WE ARE ALSO CONVINCED OF THE NEED TO CONTINUE OUR REVIEW OF PROVINCIAL-MUNICIPAL FINANCE, BUT LET ME MAKE IT PLAIN TO THE FEDERAL GOVERNMENT THAT ALL OUR TALK HERE IS SOMEWHAT THEORETICAL UNLESS A FAIRER DISTRIBUTION OF EXISTING REVENUES IS UNDERTAKEN SOON.

FOLLOWING THIS CONFERENCE, THE GOVERNMENT OF ONTARIO WILL EVALUATE THE ENTIRE TRI-LEVEL CONSULTATIVE PROCESS. THIS REVIEW WILL BE CONDUCTED IN CONJUNCTION WITH OUR MUNICIPAL ASSOCIATES PRIOR TO OUR INVOLVEMENT IN FURTHER PROVINCIAL TRI-LEVEL MEETINGS. WE ANTICIPATE ATTENDING THE NATIONAL TRI-LEVEL CONFERENCE TO BE HELD IN EDMONTON IN OCTOBER.

SPECIFICALLY, AND WITH REFERENCE TO OUR DISCUSSION YESTERDAY REGARDING FUTURE CONSULTATIVE PROCEDURES, WE WILL CERTAINLY CONSIDER, IN CONJUNCTION WITH THE MUNICIPAL LIAISON COMMITTEE:

- 1) BETTER MUNICIPAL PARTICIPATION IN FEDERAL-PROVINCIAL CONFERENCES;
- 2) TRI-LEVEL DISCUSSIONS FOR THE FIVE PLANNING AREAS :
IN ONTARIO;

- 3) ENRICHED SUPPORT FOR PROVINCIAL TRI-LEVEL DISCUSSIONS;
AND
- 4) HAVING A FEDERAL OBSERVER AT PROVINCIAL-MUNICIPAL
LIAISON COMMITTEE MEETINGS, AS WELL AS OPENING
THESE MEETINGS TO THE PRESS.
- 5) FULL FEDERAL PARTICIPATION IN PROVINCIAL-MUNICIPAL
LIAISON COMMITTEE MEETINGS ONCE EACH QUARTER COMMENCING
THIS JULY.

WE CAME HERE TO DISCUSS OUR DEVELOPMENT STRATEGIES
AND PLANNING MECHANISMS WITH OUR MUNICIPAL PARTNERS AND
FEDERAL COLLEAGUES. WE WELCOME THE FORTHRIGHT WAY IN
WHICH OPINIONS HAVE BEEN EXPRESSED HERE, AND WE HOPE EVERYONE
NOW HAS A CLEARER UNDERSTANDING OF THE STRATEGIES,
FINANCIAL REQUIREMENTS, AND CONSULTATIVE MACHINERY OF ONTARIO.

FINALLY, LET ME THANK THE PARTICIPANTS, THE STAFF,
AND TRENT UNIVERSITY FOR CONTRIBUTING TO A MOST ENJOYABLE
AND SUCCESSFUL CONFERENCE.

THIS MEETING IS ADJOURNED.

